SURVEY Midmonthly

OCT 21 1941

BRITISH PUBLIC WELFARE
Eric H. Biddle

THIS TOWN TRIED BOOKS
Louis Towley

WHY INSTITUTIONS FAIL
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SPEAKING OF CASEWORK
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So They Say

• Societies have the criminals they deserve.—LECASSAGNE, *French criminologist, 1886.*

• People usually speak well of each other if you don't approach them on the side of their prejudices.—FRANCES PERKINS, *Secretary of Labor.*

• Everything that goes by the name of science does not deserve the reverence we pay it.—ROBERT MAYNARD HUTCHINS, *president, University of Chicago in Harpers Magazine.*

• I have never written a governor before in my life and feel my insignificance but I notice your commonality and evasion of that superiority.—*Letter to the governor of Indiana.*

• God doesn't send bad children. Wherever you find a bad boy or a bad girl you look around for the man or woman who made him that way.—RODNEY H. BRANDON, *director, Illinois State Department of Public Welfare.*

• From this point on the American people will never again make the mistake of believing that we can have prosperity while the rest of the world collapses; or peace while the rest of the world is at war; or freedom while the rest of the world is being enslaved.—*Report of the National Resources Planning Board, "After Defense—What?"*

• One of the things that this second World War is teaching us is that we did not learn much from the first one.—JONATHAN DANIELS *in The Nation.*

• There is only one stable thing in the whole world, the character of the stable individual, and he must be protected and allowed to grow.—MARGERY ALLINGHAM *in "The Oaken Heart."*

• In the national defense emergency there is no such thing as a hyphenated American. From now on an Icelandic-American or Arabic-American or Armenian-American is out.—MAYOR F. H. LAGUARDIA, *New York.*

• I happen to have been left a great deal of money. I don't know what is going to happen to it and I don't give a damn. If I cannot make myself worthy of three square meals a day I don't deserve them.—MARSHALL FIELD *to American Public Welfare Association.*

• No matter how extensive our rearmament program may be . . . unless our nation is undergirded spiritually all our material preparations will be valiant dust that builds on dust.—THE REV. JOHN SUTHERLAND BONNELL, *Fifth Avenue Presbyterian Church, New York.*

• Marital Status: in favor of U.S.A. and Great Britain.—*Statement of Kentucky applicant for old age assistance.*

• The average man still has a hard time connecting the principles of democracy with his daily life.—JOHN DOS PASSOS, *novelist.*

• The community will forget normal community services unless they have a relationship to what is on the community mind.—LINTON B. SWIFT, *Family Welfare Association of America.*

• Our most urgent problem is not to resist government but to use it for our own ends and for whatever common purpose we can hold together.—FRANCIS BIDDLE, *U. S. Attorney General.*

• The supreme forces of the universe are always silent like the dawn. Noise is not influence and hysteria is not history.—THE REV. JOSEPH R. SIZOO, *St. Nicholas Collegiate Reformed Church, New York.*

• Full employment, housing, replanned cities, a new security and dignity for rural life, an end of poverty, a widening of responsibility and participation to embrace every humblest American in a joint fulfillment of the American promise—these are as much a part of the defense of democracy as bombing planes and tanks.—*Editorial, Common Sense.*

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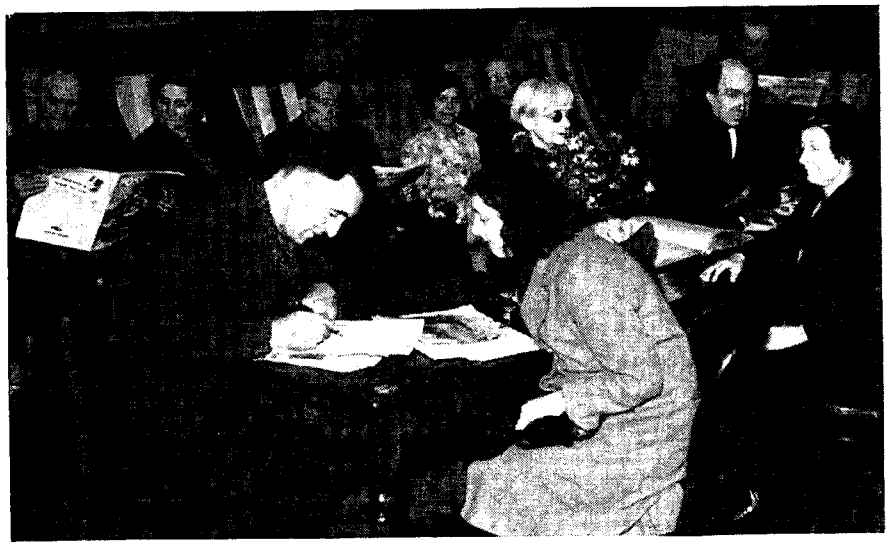

NEW SERVICES IN BRITAIN

Above: a scene in one of the 1,100 British Restaurants, or communal feeding stations, where anyone can obtain a nourishing meal for a shilling. *Left:* taking applications for emergency aid at a rest center where bomb refugees are given food, temporary shelter, and direction for further assistance

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SURVEY MIDMONTHLY

OCTOBER 1941

VOL. LXXVII NO. 10

Public Welfare in Great Britain

By ERIC H. BIDDLE

As told to Kathryn Close

"THE last impression I want to give is that Britain has found all the answers to all her problems." Eric Biddle spoke earnestly without any suggestion of pessimism. "Just as the lives of men, women and children are being shaken, their homes battered in the conflict, so the British social services—their organization, their job and methods—are being put to the day-to-day test of operating under circumstances that defy description."

He was speaking, of course, of the Britain from which he had returned two weeks before. Six months he had spent on that "tight little Island," sent there by the American Public Welfare Association to learn what is happening to the British social services under the stress of war. In those six months he lived and worked with people of every walk of life and in every nook and corner of Britain. During the stress and strain of the conflict, he shared with them the experiences under which their institutions and their ideas are being tempered.

Public social services in Great Britain, he explained, certainly have not reached the millennium but they have expanded with the war effort to include a multitude of new responsibilities. He recalled that a well known British organization, Political and Economic Planning, (P.E.P.) which long has been concerned with the confusion and lack of guiding principle in the British public social services, drew up a statement of needs as long ago as February, 1933. In this it was pointed out that: "Unless a ground plan is made now, the confusion will become impossible to handle. For thirty years there has been haphazard piling up of measures, the form and precise objectives of which have been indicated by temporary circumstances, financial and political considerations, and by passing fashions of administrative method."

Between the time of P.E.P.'s statement and the beginning of the war in September, 1939, there had been no basic change in conditions, but events since that tragic first of September, 1939, have certainly brought changes that have modified the social climate of Britain.

"Can you imagine what has happened under the shattering blows of the *Blitzkrieg?* Very little time has been spent in the debate between the haves and the have-nots. The people of Britain are sharing a common lot, and survival depends on national unity and pooling of all the strength there is. The uses to which their institutions are put are eliminating weaknesses, revealing new strength, and demonstrating hitherto unsuspected capacities for cooperation. Civil defense and social services are nearly synonymous. Political, social, and economic functions are as much weapons of the conflict as are tanks and planes.

Mr. Biddle sketched briefly the development of British public welfare in the past thirty years. Back in the early part of this century, the services for relieving economic distress were, for the most part, local in character and generally limited to outdoor relief, the workhouse, children's institutions, and institutions for the aged, all operated in accordance with Poor Law practice and workhouse principles. But the period from 1908 to 1912 saw three steps that brought the national government into the picture financially and administratively. These were the enactment by Parliament of the Old-Age Noncontributory Insurance Act, the Health Insurance Act, and the Unemployment Insurance Act. Since the beginning of this period, the responsibility of local Poor Law authorities has been continuously decreasing and changing in character. In the decade before 1939, these Authorities, now known as the public assistance committees of the county boroughs or county councils, had improved the administration of their institutions. As national insurance and assistance measures have broadened in scope, population of the local public assistance institutions has decreased. Many of them have been transferred by public assistance committees to local health departments and have been converted into hospitals.

THE National Unemployment Insurance program was set up to work on an actuarially sound commercial insurance principle. At the outset coverage was limited to a few industries where trade unions had previously developed limited private unemployment plans for their members. Expansion of the insurance program was negligible until the end of the last war when the demobilization of the army created a new and large unemployment problem. The ups and downs of industrial activity in the Twenties was

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accompanied by continuing mass unemployment. The practice began of continuing unemployment insurance benefits beyond the twenty-six-week period to which they had been originally limited and was succeeded by various other measures which soon ran the unemployment insurance funds deep into the red. In the early Thirties the situation, accentuated by depression and widespread unemployment, became acute and the conservative national government appointed a commission to study "abuses" under the Unemployment Insurance Act. As a result of the recommendations of the Commission, steps were taken to restore the Unemployment Insurance Fund to solvency—to terminate the benefit period in all cases after the worker had received payments for twenty-six weeks and to provide for national appropriations to local unemployment assistance committees for unemployment relief on the basis of a strict means test. There was strong Labour opposition to these moves.

Gradual modifications in the program brought about the establishment of the Unemployment Assistance Board, a national agency to administer unemployment assistance through a decentralized system but still under the restriction of a strict household means test. "And from that day," said Mr. Biddle, "one of the chief issues of the Labour party has been the abolition of the means test."

MR. BIDDLE'S description of the setting at the outbreak of war showed a national government with several programs of social insurance and assistance: health insurance, unemployment insurance, widows, orphans and old age contributory pension scheme, non-contributory old age pensions, workmen's compensation, and several forms of public assistance and non-contributory pensions. Theoretically all of these constituted a great departure from the Poor Law. Some of them, however, continued to employ Poor Law procedures and to provide benefits so inadequate as to require supplementation by local public assistance committees. Along with the programs were those of the local public assistance committees of the towns and counties for residual relief, child welfare, and institutional care. These varied with the progressiveness of the local authorities. Some had modern and increasingly effective social programs operated by trained social workers—the London County Council, for example—others had only sketchy programs of assistance for persons in dire need.

The Unemployment Assistance Board was the national agency responsible for providing assistance for employables. The board appointed by the Crown (in effect, the government in power) actually operated as an autonomous body but was loosely attached to the Ministry of Labor, the Minister of which answered questions in Parliament concerning its operations. The board had thirty-odd district offices, each with a number of area offices to which the applicants applied for assistance. Except for emergency payments, the local Labor Exchange (the Public Employment Office) of the Ministry of Labor was the place at which were paid both unemployment insurance benefits and unemployment assistance benefits granted by the Assistance Board.

All persons who were covered by unemployment insurance were eligible for unemployment assistance at the termination of the twenty-six weeks' benefit period. At the same time, practically all classes of labor except domestic servants and a few groups covered by other forms of insurance, were under the Unemployment Insurance Act.

This widespread coverage was characteristic also of the national government's other social insurances, operated under completely separate administrative systems.

"The war came." Mr. Biddle paused and then went on, "I was in England in September of 1940. The war had then been going on for a year and things were pretty much as I have already described them, but while I was there the blitz began. The ordinary way of life was rudely shaken. That way of life was then and is now being preserved in every fundamental sense. On my second trip to England in March of 1941, it was apparent that sweeping changes were taking place under the stress of conflict. An especially significant indication of the nature of the change is the broadening of central authority, accompanied paradoxically enough by decentralization of the operations of the national government agencies."

ONE of the first indications after the outbreak of war of an increased degree of nationalization of welfare services, was the passage in 1940 of the supplementary Old Age Benefit Act under which the Unemployment Assistance Board took over from local authorities the administration and payment of supplementary aid to beneficiaries under the Contributory Old Age, Widows, and Orphans Pension Act. It was at that time that the board's name was changed to its present one, the Assistance Board. Since that time, the responsibilities of the Assistance Board have been increased. One of its new responsibilities is the administration of the "Prevention and Relief of Distress Grants." The latter responsibility enables the board to aid any individual or family whose income loss has been directly related to war conditions. Thus, for example, a worker or professional person or a small business man who has been displaced from his occupation because of the blitz or because of economic changes arising from the war can receive maintenance grants from the board. These so-called "PRD grants" are on a somewhat higher level than the unemployment or old age grants and are contingent upon a less restrictive means test.

"Oh yes, the assistance services are still applying a means test," said Mr. Biddle in response to a questioning look, "but as far as national assistance services go—those of the Assistance Board—they have abandoned the household means test, the thing that we call over here 'relatives' responsibility.' Under the Assistance Board policy, if an unmarried working child of the applicant, living in the applicant's household, has an income of less than twenty shillings a week, the child's income is not taken into account at all—above that sum, an increasing rate of deduction is made from the grant, but only to the maximum extent of what the child would be expected to pay for board. If the wife and dependents of the child are also living in the household, the uncounted income increases at set rates with the number of dependents. The Assistance Board has fixed five shillings a week as a maximum rate of board payment to be taken into account for a single unmarried child. The same principle is followed in the case of individuals or families who apply for relief when they are boarders or living with parents or relatives. This significant step away from the traditional Poor Law theory was the result of the stipulation made by the Labour party at the time it entered the government after Dunkirk."

Mr. Biddle named one type of grant administered by the Assistance Board which has no means test whatever. It is the civilian injury grant awarded to a civilian injured as a result of enemy action. The rate also is higher than the

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older dependency grants of the board. If the injury results in continued disability, a temporary or permanent pension is granted according to the circumstances of the case.

All real property in the United Kingdom is covered by compulsory war damage insurance administered by the Board of Trade. Individuals may also insure household effects and chattels. Settlement of claims is to take place at the end of the war, but the Assistance Board may make grants which are in the nature of advances covering goods and chattels lost because of war conditions. These are generally made only for articles needed immediately, such as clothing, furniture, kitchen ware, and workmen's tools.

THE Assistance Board operates through district and area offices as it did when it was the Unemployment Assistance Board, but the number of these offices has greatly increased and the personnel has expanded from about 7,000 in September, 1939, to 17,000 in August, 1941.

The board works in close conjunction with the Labor Exchange (local public employment offices of the Ministry of Labor). These exchanges have become the country's clearing house for manpower, both for production and for the armed forces. The activities of the Labor Exchanges are manifold. In addition to their original functions as local employment offices and for the payment of unemployment insurance benefits, they act as paying agents for the unemployment assistance grants made by the Assistance Board. The Committees of the Labor Exchange which formerly constituted the appeal machinery for unemployment insurance benefits now act as England's "local draft boards" and in addition hear appeals of individuals from orders issued under the Essential Work Order, appeals under the Compulsory Fire Watching Order, and so on. These committees, made up of an employer's representative and a worker's representative, are drawn from voluntary panels, and are presided over by an impartial chairman, employed by the Ministry of Labor on a fee basis. The operation of these and other services based on the local Labor Exchange, have been among the most conspicuously successful adaptations of pre-war machinery for war demands for manpower.

The Labor Exchange, Mr. Biddle said, has become increasingly the meeting place of employers and employes, a significant development of democratic government. The Labor Exchanges also act as the referral and receiving agencies for migratory workers.

"Migratory workers do not exist in England in the same sense that they do here," he pointed out. "There they are usually 'transferred workers' going from their homes to places where they can be assigned to essential war work. But they are not left to shift for themselves." Workers transferred to a new area, he explained, receive lodging and traveling allowances, plus payment for time spent en route. On arrival at their destination, they are met by a welfare representative of the Labor Exchange who directs them to a hostel or billet and who later, if they desire, will put them in touch with a community organization of one kind or another, perhaps one recently formed for the purpose, or one of long standing.

Under the so-called Essential Work Order, Britain's industrial workers are subject to their country's beck and call nearly to the same extent as are her military men. No one can leave or be dismissed from a job in an essential war industry without the government's consent. This law, however, provides appeal procedures which correspond with those of the Labor Exchange and which bring in representatives of government, industry, and labor.

"You may wonder," observed Mr. Biddle, "why there is any need for unemployment benefits with the present premium on labor. The truth is that in Britain today there are about 220,000 persons eligible for benefits. These are the temporarily unemployed or persons becoming unemployable through loss of skill due to age or some other reason. The temporarily unemployed probably have been 'blitzed' out of work or are waiting for retraining for some essential industry."

Recommendations and referrals for training courses under the Government Training Program of the Ministry of Labor are made by the Labor Exchange. Many workers are trained in factories but are paid by the government during the training period after which they are sent to other factories for employment. If the worker is trained in his home town he receives wages while in training at rates fixed by the government in consultation with the representatives of employers and organized labor. If he is trained away from home in a government training unit, he will receive from six to eight shillings a week plus board and lodging. If he is married he receives additional allowances for his wife and each child.

Because of the wartime rise in employment, the Unemployment Insurance Fund—in sorry straits a few years ago with a debt of £150,000,000—is now entirely solvent and is rapidly building up a comfortable surplus. Benefits have been slightly increased to offset increased living costs and contribution rates have been slightly raised.

IN addition to public assistances and employment services, the national government shows concern for the people's welfare in its health and nutrition programs. Under the Ministry of Health the compulsory health insurance program continues with increased benefits to take care of rising costs. An Emergency Medical Service, established at first for civilian casualties and later extended to cover evacuated mothers and children and certain other groups such as transferred war workers, has had to expand its scope because of the loss of many medical facilities under the *Blitzkrieg*. These services are rendered to evacuated children without cost, and to others according to their ability to pay. Because of the scarcity of physicians—in demand by the military services, the civilian defense, and hospitals of every kind—and because of dislocation from evacuation and other causes, the Emergency Medical Services are in some cases employing full time physicians. A plan for rehabilitation of men rejected for military duties or industrial employment has been devised whereby local communities are reimbursed by the central government for medical services rendered.

The nutrition program, under the Ministry of Food, includes rationing, communal feeding, a milk distribution plan, and an educational program aimed at popularizing the nourishing foods.

The communal feeding stations, or British Restaurants as they are called, are actually operated by local authorities, but they are being pushed by the Ministry of Food which requests all localities to set them up and requires "target areas" to do so. In August, 1941, about 1,100 British restaurants were in operation throughout the country, more than 200 in London alone, where anyone can get a nourishing meal for a shilling. Those who cannot pay are given meal tickets by the public assistance committees of the local authorities.

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One of the most sweeping powers assumed by the central government is that vested in the Ministry of Health to requisition housing or billets. This responsibility is actually carried out by the local authorities.

And what of the local authorities in the present welfare scene?

"Oh, they're still very much in the picture," Mr. Biddle explained. "Much of the financial burden has been lifted from them by the central government but their administrative responsibilities have increased, for on them has fallen the task of organizing blitz and post-blitz services. This placing of responsibility for civil defense operations in the localities is probably the chief strength of the British system—though all too frequently when a personality or a vested interest jams the gears this is a little hard to see."

The forms of public assistance left to localities are mainly institutional care and residual relief of the unemployable, both of which seem to be carrying on "business as usual." Many institutions, however, have suffered severely from bombings and from loss of staff through demands of other services. They are generally overcrowded as most of them, even the institutions for the feeble-minded, have a large number of beds reserved for casualty services. Casualties usually are segregated in a separate wing of the building. In "target areas," long time care patients are moved to outlying districts. Since the central government took over supplementary old age benefits, the outdoor relief loads of the local authorities have dropped considerably. What remains are very largely unemployables in need of relief. In some cases this is administered in old Poor Law style with small benefit of modern case work practice. In other places, in London for example, methods and practices are constantly improving.

LOCAL authorities have important responsibilities in connection with blitz and post-blitz services. Comprehensive plans are prepared by each county and county borough council within the framework of criteria laid down by the national government. These plans are submitted for approval to the appropriate national ministries, and the national government bears from 70 to 90 percent of the cost, depending on the relative resources of the local authority. England, Scotland, and Wales are divided into twelve Civil Defense Regions, each headed by regional commissioners appointed by the Crown and responsible to the Ministry of Home Security. To each regional commissioner is attached a regional representative of the various national ministries concerned with internal affairs. The regional commissioner has executive powers for supervising air raid precaution services: namely, wardens, police and fire services, rescue parties, casualty services, demolition and debris clearance, and so on. Beyond that he is responsible for the coordination of other national and local services. The word "coordination" has not been defined and will vary from region to region and with circumstances.

Of course the execution of the enormous new responsibilities imposed on the local authorities varies as to efficiency of performance according to varying energy, skill, and imagination. In England the strength and weakness of this plan is a highly controversial question and much too complicated for discussion here.

During the first winter of the war, Mr. Biddle said, plans for services following air raids tended to be concerned chiefly with property, police, demolition, anti-gas measures.

"But when the raids began in earnest, it became apparent that the most important post-blitz services were personal. When people are bombed out of their homes, the things that are important to them are information and the service of their needs—a temporary place to stay, emergency clothing and cash, re-housing, evacuation of their children, burial of their dead. Most of these services are the primary responsibility of local authorities. Some are carried out by local officials; some delegated to community agencies, such as a settlement house or the Council of Social Service; some to the volunteer agencies such as the Women's Voluntary Services or the Friend's Ambulance Unit. The importance and number of volunteer activities in respect to the social services are so numerous that justice can't be done to them without a more comprehensive description than I can give here. Many of the measures adopted to meet the most critical needs, unforeseen before the war, have been pioneered by volunteer groups, and subsequently taken over as official responsibilities in line with the historic place of voluntary organizations in the field of social services."

THE rest centers, designed to receive and care for bombed-out but uninjured persons during and for the day following an air raid, are generally the responsibility of the local public assistance committee. More often than not they are located in public school buildings. There bomb refugees are given hot food and a place to lie down and collect their faculties. In the morning they are interviewed by a social worker who sends them on to the Citizen's Advice Bureau if they need aid in immediate planning.

The organization of the Citizen's Advice Bureaus, of which there are more than 1,000 in Britain, was first sponsored by the National Council of Social Service. At these important informational centers the bombed-out person can learn where to go for all the various emergency services he is apt to need. In the better organized communities these services, emergency clothing, billeting and re-housing, evacuation and the like, will be located in a single administrative center. Unfortunately, at the outset, few localities were so organized and often a person had to walk long distances from one place to another in order to make all the arrangements he must make on the day after a bomb has shattered his home.

"In the early days of the blitz, I once followed the itinerary of a typical bombed-out person," said Mr. Biddle. "I found that I had walked ten miles!"

"One of the greatest sins of all large scale organization," he went on, "is compartmentalism, that is to say the tendency of officials to see only their own responsibilities without relation to others. In many instances, this has almost resulted in catastrophe. People generally are demanding leadership of the kind and caliber that can be given only on a national basis. Moreover, improvisation, unless related to a comprehensive long range plan, is proving not good enough."

Mr. Biddle also spoke of the difficulties there have been in breaking down the intangible barriers between public and private social services. "You know what I mean. They exist here, too. However, the private services, whose financial contributions have remained fairly stable in spite of heavy taxation, have courageously met the challenge of adjustment and expansion demanded by war conditions. The local and national governments are turning to them for many essential services."

Social workers, he said, are taking ever-increasing part in the British public welfare scene. There is considerable

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variation as to educational requirements as between various local and national agencies. The investigating staff of the Assistance Board and of many of the local public assistance committees generally have completed a secondary school education. No educational qualifications have been set up for the industrial welfare workers required by the Ministry of Labor in every "essential war industry plant." They usually turn out to be persons with personnel experience. The social workers at the rest centers, shelters, and administrative centers, have a variety of backgrounds, a few of them professional. Most of the professionally trained social workers in public work are employed by the localities as child care workers or as hospital almoners (medical social workers). Now, however, the Ministry of Health also has begun to employ child care workers, placing them in the offices of the regional officers of the Ministry, their function to persuade local authorities to develop improved programs of health, welfare, and education for evacuated children in the reception areas.

To discuss the British social services under war conditions without referring to public education would be indefensible, Mr. Biddle asserted. So much is happening in that respect that he undertook only to underline the fact that the developments in this field are of the first order of importance. Evacuation of children from the "target areas," the blitz, and other factors arising from war conditions have introduced enormous complications in the educational system. To him these seem to have been dealt with vigorously and imaginatively. A number of novel and challenging experiments in the field of adult education are being undertaken, and there is much ferment that points to major adjustments in the British post war educational program.

"There's a lot more to the British picture than I have given you," Mr. Biddle concluded, "and I certainly can't point a moral for *Survey* readers. Perhaps the most significant thing in England today is the realization on the part of working people that they are needed and wanted—that they belong. On all sides they see concern for their well-being; recreation programs, welfare workers in the industrial plants, special food rations for miners and others engaged in heavy work. For the first time in his life, many a worker is getting recognition of the importance of his effort. Significantly there are fewer man-days lost in Britain today through strikes and lockouts than at any time in the history of the Ministry of Labor.

"Everything hasn't gone smoothly. England has seen how vested interests and jealousies can hold back a program. But for the most part the program has gone ahead anyway. There is still plenty of complaining, mostly directed at specific undertakings. Much of this is just a way of letting off steam, but there is a lot of good, live, constructive criticism, too.

"It may sound paradoxical because of some of the things I've pointed out, but there isn't a doubt in my mind about the British unity of purpose. There are lots of eddies and currents in the stream of effort, but the stream is flowing in one direction only. And that, I think, is why in the midst of all the terror and destruction, you find social progress in Britain today. When a community is unified in its effort, creative forces are bound to be at work."

Case Work in the Public Agency

By EDA HOUWINK

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IN CONSIDERING the case work function of the public agency, several factors seem to be present in professional thinking which need to be evaluated carefully rather than accepted tacitly. The job of the public agency is so large and its case work possibilities generally have been so little thought through, that the worker is left with a challenge that is inescapable. While there are many sources of challenge in the public assistance agency today, one of the most impressive to case workers is the great numbers of people who come to it for aid. It must be remembered constantly that 99 percent of the people in need of assistance in this country are being handled by public agencies, with the private agencies handling only the remaining one percent. If the public agency is the place where people are found, then it is the place where trained workers also must be found.

One of the factors that seems to underlie some current thinking is an implied assumption that the public agency's case work job differs from that of the private agency. If this point of view is accepted and if we attempt to build on it, we shall in the end establish a double standard in case work services for which clients and the profession will have to pay the consequence. While at present there are differences between the services given by the two agencies, they are differences of setting rather than of basic practice; differences in amount and intensity rather than in quality and kind. Public workers have discovered that confusion in their thinking in respect to these differences is apt to lead to discouragement and to a lowering of their performance level.

A second assumption that seems fairly prevalent is that if the public agency will explain what information and guidance it needs to improve its job the social work profession will then go to work to supply it. If this idea were accepted it would put a new and heavy responsibility on the already overburdened public workers. Their job is so varied and the pressures under which they operate are so great that it seems only fair for the rest of the profession to help them define some of the tasks which are theirs, and being theirs are also ours, since we are all part of one professional whole. A definition of the agency's case work function might well come from the schools of social work which are far enough outside and yet near enough to the agency situation to be free to help in evaluation and in planning. However, if the schools are to be of practical assistance in this area, they will have to be careful to equip themselves with a realistic understanding of the public agency's task. Guidance to the field of practice in the form of analysis, re-evaluation, and new ideas has been the role of the school in all older professions and it is one which schools of social work cannot deny.

Another prevalent assumption is that pressures now existing in the public agency tend to be inherent and permanent. When this point of view is accepted we gear our definition

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of the public agency's case work function, and of all its other functions as well, to a transitional stage of its development and to one that is typical of its youth rather than of its maturity. Public workers who maintain a long view of professional adequacy see their status as changing and do not attempt to stabilize the present stage of development.

Yet another factor which influences thinking about the public agency is what might be called our private agency heritage. Case work was well established in the private field long before it was seriously considered in the public field. Hence case work literature tends to be an analysis of the job as it was and still is being done in the private setting where workers, both in the longer past and in the rapid present, have had more time to think about their function and their methods. This has resulted in a piling up of case work literature for the private field, and a dearth of it for the public. It has tended also to lead to a definition by the private agency workers of the public agency's task. For this the public workers have been grateful even though the results have not always fitted the realities of the job as they have had to face it.

OBSERVATION and analysis lead to the conclusion that there is no basic difference between the jobs of public and private agency workers. Case work is case work wherever you find it and it can be practiced in any agency setting if the workers have sufficient insight and vision to do so. Agency limitations affect the quality of the worker's performance in various ways, but this is equally true in the private setting. Limitations differ in number, in kind, and in degree between public and private agencies, but workers learn to function within them as helpfully as their skill and professional ingenuity permit and as far as the client's needs indicate.

As an example there are the constantly recurring official bulletins regulating and revising public agency policy. The method of utilizing these bulletins is a test of the worker's ability and flexibility. The competent worker takes a creative attitude toward rules and regulations, using them as aids in her case work plans rather than as barriers between her and her client or as shields for inadequate service. She begins with an analysis of the family situation to see what needs it presents and what dispositions it requires to bring about a satisfactory adjustment. Then she looks about for ways of meeting these needs in the agency, in the outside community, and in her own ingenuity and skill. Careful always to see human needs first, and bulletins second, the sensitive public worker learns to build upon the needs of the family situation as she comes to understand it, using bulletins and case work literature for the help they offer, and looking for other ways and means when they fail to meet the situation. She is careful not to superimpose external methods and theories; rather she builds from within in terms of varying needs in varying situations.

The community's total job as defined by the community's need is not being met either by the public or the private agency. The public agency spreads thin its funds and its skill over all the people who come to it and who are eligible for what it has to offer; its open-door intake policy has a genuinely democratic quality. The private agency, on the other hand, does an adequate job for as many people as it can take on, and then it closes its intake. It serves very well the fortunate few who are on its rolls and it serves not at all those who fall outside. Thus the community's need is met only partially by the two agencies and the community and its citizens get along as best they can with the unmet needs.

TO the public worker the job is always professionally challenging. Over-sized case loads may not permit her to go into each of her family's problems as intensively as their needs may indicate, but she is aware that it is not the intensity of the service but its quality of helpfulness that gives it meaning and content. She sees diagnostic and treatment values in each of her visits with the client; she understands that her relative inaccessibility to the client places upon her the responsibility to make each of their interviews as meaningful as the client's need and her time and skill make possible. She understands that clear explanation of the agency's budget and its limitations is helpful to the client who, too frequently, feels that the amount of relief he is given is the result of magical computations by unknown people who are not too friendly to him. She is careful in the pressure of work never to overlook the explanation of simple things without which the client is left confused and frustrated. She goes over with him the steps that must be taken before he can receive relief, thus assuring him that the waiting to which he too often is subjected is not due to neglect by the worker nor to callousness of the agency. She keeps herself sensitive to the effect on the client of the maze of channels that must be run before he can get relief.

She is careful, too, not to analyze the client's frustrated reaction only in terms of his personal problems but rather to see it also, and sometimes primarily, as a result of the unaccustomed situation in which the client finds himself in a strange office. This last point is extremely important for the public agency worker. She cannot assume that the attitudes and feelings her clients show concerning relief are the result only of their own emotional situations. Often the strangeness of the agency setting becomes an important variable in the client's total problem. She also remembers that in the absence of qualified staff, the client may have been unfortunately handled. This the qualified worker has to meet realistically, crediting to previous handling and to agency complexity what is their due and then seeing the client as he is, independent of these two factors. This process, which goes on continually, is teaching the public worker to understand the agency itself as an environmental force in the client's life, and to include it in her diagnostic and treatment equation. Thus in seeking an explanation of the client's behavior, she looks at the agency and at herself as well as at him.

The way in which a skilful worker in the public agency can and does give helpful understanding and constructive treatment to a client usually described as "difficult," is illustrated by the case of Steve Meadows, a man of twenty-three with a wife and child and a record as a trouble maker not only with the relief agency but with WPA from which he had been laid off three times because of insubordination, drinking, and absence from the project. WPA refused to reassign him and referred him back to the agency for relief.

Steve Meadows' parents and he himself since his marriage had been on relief a good part of the time. His record was a long one, full of activities with the Workers' Alliance, pompous demands for relief, and impudence to case workers. The recorded picture was far from favorable and his manner, as he sat beside the intake worker's desk, was

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far from prepossessing. A pale, thin, little man, he tilted his chair, and swung his feet back and forth as he talked. A knife was tucked in the top of one of his new high-laced boots. His manner was dictatorial and he was impudent at every opportunity, but the worker noticed that he eyed her intently after each of his explosive remarks. He looked frightened while he talked big.

The worker tried consciously to see the man behind the record and behind the superficial insolence. As a young child in an old relief family he knew only economic insecurity. He was an adolescent when the depression came and the labor market had nothing to offer an unskilled man with the physique of a boy. The relief he and his wife had received had been extremely inadequate, and the Workers' Alliance as a protest organization had caught his undisciplined imagination, and given him an outlet and some chance of leadership—very important to a post-adolescent of twenty-three.

The worker ignored the attacks on the agency, on WPA, on City Hall, and on herself and treated Steve Meadows simply as a man in trouble. While the discussion was focused on the economic factors of eligibility she was careful not to expect him to be entirely self-sufficient. Toward the end of the interview which lasted about half an hour, he became fairly calm. He listened closely and watched the worker a little questioningly.

A few days later he came back for an additional interview. It proceeded rapidly and was finished in a few minutes. But he was not ready to go. He talked a little of casual things and gradually gave the worker a chance to ask him very quietly what he was aiming at. He stopped for a minute and thought. He looked at the worker and he thought some more. Finally he said that he guessed he did not know. The frightened, impudent boy was stopping to take stock of himself, stopping to face the fact that he was getting into one jam after another and that he was reaping no good from them. He was helped to evaluate the causes of those jams and to see that he had contributed to them and in part, at least, had helped to create them.

Steve Meadows' case was transferred to a district office and the intake worker had no further interviews with him. However, on his occasional calls at the office with grievance committees of the Workers' Alliance he never failed to stop at the intake worker's desk to talk for a moment. His bravado was gone and he seemed quieter and more at ease. It is impossible to say whether or not any permanent change had been effected in him but at least for the present he seemed to be somewhat more the master of himself.

Not all clients can respond as well as Steve Meadows did in so short a time, but whether the response is quick or slow the worker must be alert to the symptoms presented so as to be ready to help when the client needs and wants it. Under the whole interview must run the worker's steady understanding of people and her quick diagnostic insight. Most clients will not ask for help openly, they will only indicate a need for it to the worker whom they trust and who understands their inarticulate expression of difficulty. It is up to the worker to convey her role to the client for him to accept or reject as he sees fit.

The agency's policies in the Meadows case required the worker to help the man establish his own eligibility for assistance. This was done with comparative ease, but while the worker was doing it she saw that the man had many difficulties beyond those involved in financial need. The statute under which the agency was set up and the administrative bulletins which outlined the agency's function said nothing about meeting these less tangible but no less evident problems. But in the process of two intake interviews the worker exercised her own ingenuity and skill to meet the man's unexpressed needs while at the same time she met the minimum requirements prescribed by the agency.

Because of the great pressures in the public agency, the limited budgets, and the large number of rules to be followed, a special responsibility falls upon the worker there. It is far more difficult to meet the client's needs adequately when the worker's insight is her primary, and sometimes her only tool. This the private worker fortunately has been spared and it is this that the public worker faces as her daily job. But the fact that public workers, in spite of the odds against them, are giving helpful services in counties all over the country is the best insurance for an increasingly adequate performance as time goes on, as laws and administrative rulings are improved and as workers strengthen their own equipment.

This Neighborhood Tried Books

By LOUIS TOWLEY

THE minor depredations of packs of children were beginning to alarm the neighborhood, a quiet respectable newly built-up community of less than 3,000 people, in one of the outlying sections of St. Paul.

"'Tisn't a bit of divilment I object to, you mind," explained the owner of a corner food store. "I was young myself and I've not forgotten that good fact. But when the young vandals get destructive, I draw the line, and that with a buggy whip. If there was one to be had." He added in afterthought.

"That's right," said his competitor down the street. "An occasional cookie or fruit they snitch—that's not so bad. But when they soap up my plateglass and draw their pictures on it—then something has to be done."

The complaints grew as talk went on. The streets were littered with ashcans and spilled garbage; mail boxes were stuffed with harmless wads of paper; street lights were exploded; automobile tires occasionally expired around the neighborhood theater.

The community held itself in esteem, and the minuscule crime wave bothered it. A few cases reached Juvenile Court and the probation office which took a wise and enlightened view. It was evident from the cases that no basic criminal tendency was in the youngsters. None of the infractions of the common code was vicious; it was more bad taste than crime. The gangs of children were more like groups; they seemed to represent a gregarious instinct rather than any anti-social tendency.

The probation office, the police, and the child welfare worker—all overworked and rushed with routines and

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emergencies—would surely have found time eventually to deal with the problem; time to seek out the cause and take steps to remove it. But this was once when the community caught the bus with the professionals and the technicians.

Discussion of the problem was mostly a recital of lamentations until one person suddenly brought all the threads together and fixed on the one essential point.

"I tell you," he said, "these young devils aren't really bad. They aren't vicious. But first thing you know they'll get bad. What's wrong with these kids is that they're bored. And when people are bored, they do damn foolish things. You and I do, and it stands to reason that the children are no different."

"That's our fault then," said another. "If we haven't given the young people interests to fill their time, we can hardly blame them for doing it their own way."

There was general assent. But what to do about it? Conversation, meetings, and discussion went on around the mulberry bush. The trouble was that most of the suggested solutions were financially impossible. They involved too much money or elaborate equipment beyond the means of the community. The problem did not appear to be very serious and there is something about minor problems that seems to justify only minor solutions.

IT was a huddle between the school principal and the psychiatrist of a city clinic for difficult children that finally brought out an idea that clicked. Children, it was agreed, liked reading.

The school principal and the psychiatrist went to the St. Paul Public Library to talk over the question. Obviously the smallest unit of library service was all that could be provided under the best of circumstances. The proposal was for a library station open to the public once or twice a week during part of a day and evening with a trained librarian on duty. The librarian went out to look over the ground. She saw the field, remote from library service. There was no proper place for housing the collection and there was no money for the books themselves. The library had its hands full supplying its present service.

On the other hand, the citizens were interested, even enthusiastic. No one saw the library station as the whole solution, but there was a general feeling that "It can't do any harm and it might do some good. Anyway it's worth trying."

The various elements of enthusiasm, interest, and technical advice began to jell. Space became available when the teachers suddenly saw that the library idea was as much to their advantage as anything: they offered their rest room in the portable school building, a space just large enough for cot and chair, without a window, and immediately off the draft-swept main entrance.

Books? Another problem. There was no sense in damping this fresh interest with a batch of old bedraggled volumes, cast-offs from the main library and its larger branches. To get a nucleus for the collection, a drive was organized among the members of the business and professional women's club of the Unitarian church. "That's a bunch that reads, and a lot of them don't have shelf space for their books," said the psychiatrist. The drive brought a thousand volumes, of which the net addition to the library was 700 useful books, a high percentage.

A community library committee was organized. It spent evenings and Saturday afternoons building the shelving, magazine rack and cabinet, all according to standard blueprints. Voluntary contributions paid for it. A dance and card parties were sponsored, the money so raised going for new books which are donated to the public library for the primary use of the neighborhood library station.

The final result of all the effort is a library not much bigger than a packing case, but when it is open the line of waiting children and parents winds up and down the hall like a pig-tail. "It's a library," says Perrie Jones, St. Paul city librarian, "in which you can't see the books for the children."

Some potent yeast must have been working in the community. Or perhaps an idea is healthiest when it springs from the grass roots. At any rate the library caught on in the neighborhood. Originally started for young people, it absorbed a lot of attention from adults. A printer in the community has contributed his time and facilities to getting out a small broadside sheet, "Your Library News," with lists of new titles, comments on books available, and short paragraphs by citizens. Neighborhood merchants advertise in it, the proceeds buy new books at the rate of about $15 each issue.

In the second month of the library station's life, the circulation was 913. Two months later this had jumped to 2,252, with two thirds of the books taken out by children. This in a community of less than 3,000 population. All through the summer, when most libraries find circulation dropping off, the little two-by-four station grew steadily in popularity. At first the station was open one day a week from 2 to 8. Now it is open one day from 1 to 8 and a second day from 1 to 5:30 with a story hour for young children.

Neighborhood enthusiasm for the library has resulted in changes in plans for a new school building. The architect is turning an outside corner room into a community library, with its own outside door and sufficient space for shelves and a reading room.

LIKE all good things, the results in terms of community life are too intangible for quick, easy measurement. One result, however, having to do with the original problem that brought the library station into being, is that rowdyism has just about disappeared. One of the probation officers for St. Paul and Ramsey County recently asked a leading citizen of the neighborhood: "What's happened to your section in the last few months? Your children haven't cropped up in Juvenile Court. The cases we have might just as well be closed for all the trouble they give us."

Lieut. Carl Mayer, head of the juvenile division of the city's Department of Public Safety, says that child delinquency has decreased in direct proportion to the increase in circulation; in fact, "Since the opening of the library, child delinquency has decreased in the neighborhood to a point where it is almost non-existent."

To those who believe in it, the habit of reading needs no defense and no apologia, but these statements by progressive technicians are testimony that will carry weight with people who have never considered the wholesome, sanative, social value of an individual recreational habit. That recreation can build character and personality while it fills time with harmless enjoyment is all the more reason for its encouragement. This particular idea has already paid large dividends to the neighborhood citizens who thought of it. All the added values that will accrue to the patrons of this small library are an additional dividend on the investment, which is faith in youth.

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Why Institutions Fail

PALO ALTO
PUBLIC LIBRARY
READING ROOM

By LESLIE BURTON BLADES
Director, Rancho Descanso, Atascadero, Calif.

LESS than a century ago, church and charity workers hailed the establishment of industrial schools, orphanages, and other institutions for child care as a momentous social achievement. And at the time they were right. Care in those institutions was vastly better than the haphazard treatment to which dependent children previously had been subjected and an enormous advance over the brutal, unsanitary jails where a-typical children, then regarded as "bad," were confined with every type of adult degenerate and criminal. Today, however, professional social workers, spiritual descendants of those charity workers, are almost unanimous in declaring that in the light of modern interpretation of child need, institutions generally fail to accomplish the desired objectives of developing happy social characters.

Children cannot become happy social characters unless they are afforded maximum development of personality which will function in and through desirable behavior patterns. Institutional care, by its essential nature, tends to prevent just this kind of development, particularly for the a-typical child whose undesirable behavior is no longer evaluated in terms of ethics and morality but rather in the special terminology of psychiatry.

It is worth noting that Boston has taken the lead in both the older and the newer points of view. Private child care agencies which originated in the nineteenth century still are operating there, staffed by able, progressive executives and well trained workers. These agencies early discovered that institutions were not adapting themselves to the modern psychiatric point of view. As a result Boston led in the movement to do away with institutions wherever possible and to place children in so-called foster homes.

Broadly stated, foster homes seemed desirable because they afforded a family atmosphere believed to be indigenous to the growth of a child, and therefore to the development of his personality and character. It was, of course, assumed that in placing an a-typical child a specially selected home must be chosen, one in which the family life would prove therapeutic to his individual difficulties. To aid in the selection of such a home the worker was given a careful diagnosis of the a-typical child's problem.

We know today that foster home care by no means affords dependable therapy for the a-typical child. He is an individual and must be regarded as such, but dependable criteria to guide workers in the selection of a home for any particular child are lacking. Too little is known about what family will prove effectively therapeutic in his case. Replacements become frequent and expensive.

Meanwhile, throughout the country the majority of a-typical children are committed to institutions. We have the institutions. They cost millions of dollars of public money, and many years of ardent propaganda have "sold" them to the public. In most of the states, Juvenile Court judges and probation officers, as unaware of the psychiatric approach to the problem of a-typical children as is that public which takes such pride in its institutions, have institutionalized children. Trained social workers and enlightened laymen, meanwhile, deplore the procedure.

Why have our institutions failed to meet present day demands upon them? Is the failure inherent and incurable? Does an institution by its essential nature prove disastrous or at least negative to children? Or is the difficulty merely that in spite of psychiatric insight the lay public and the professional social worker alike have failed to reorganize their ideas and ideals as well as their institutional procedure in accordance with the demands of psychiatry?

The consistent approach to an answer to these questions would be to examine our conception of institutions with the hope that by so doing we might discover whether or not institutions are rigidly changeless mechanisms impossible of adaptation to present requirements.

Characteristics which all institutions have in common are order, precision, form, and an aspect of changelessness which obviously require considerable discipline and effort in their preservation. Human beings, on the other hand, are mobile creatures—individuals; and essential to their innate sense of freedom to be individuals is a certain lack of conformity in all matters of life. Even those conformists who depend upon their conformity for individuality vary in that each strives to achieve for himself and to impose upon others his particular notion of perfect conformity. In no two instances will the notion be identical. The result is that at the outset an institution presents a dominant atmosphere which every human being consciously or unconsciously feels to be inimical to his personality.

Thus every person admires the appearance of an institution and dreads the possibility of having to be an inmate thereof. One can truly say that men enjoy creating ideal environments for others and abhor such creations for themselves. There is lacking from an institution some quality of intimacy which is discoverable in the family atmosphere. Institutions do not feel like homes.

FEW of us realize that what we feel to be absent from an institution is the freedom to be one's self, even to the extent of disarranging the furniture at a given moment for no particular reason except impulse. There even may be a sense of comfort in spreading a rug at an odd angle or in seeing a favorite ash tray gather the record of a day and spill over.

Everyone accepts, in any home he enters, such little transgressions against perfect order, immaculate surroundings, or what-have-you. They make a place familiar. They prove that here free persons live and derive pleasure from so doing. But such human frailties are precisely the qualities that the very word "institution" prohibits. An institution is a place which must at all times and under all circumstances appear so orderly, precise, and immaculate, that the carping visitor can find nothing that will afford condemnation of the management or personnel. People do not live in institutions—they are inmates of them—and the difference is vastly more than meets the naked eye.

No child can feel indigenous to institutional atmosphere. Children, normal or a-typical, need larger freedom, richer intimacy, a wider range for self-expression than do adults. They are developing individualities. Their personal charac-

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teristics are not a system of unyielding habits; their behavior is and must be fluent. Only so can a child discover his limitations and capacities. Children learn through imitation, not through precept. But example provokes imitation, only when it is in harmony with the child's experience and desire. He seeks to be like those whom he intimately likes.

Thus children need vital, intimate qualities in human relationships, qualities so potent with affection that they feel they may dare on occasion to muss up the front hall. In short, just as no normal human being likes a rigidly regimented habitat, children not only dislike it, but fail to thrive in it, perhaps not physically but certainly in that intangible, vivid, changing, but constant factor called personality. It is the regimentation of life which the changeless formality and precision of an institution manifest that makes such a place negative to the best development of children.

THE argument supporting the regimentation of institutional life is that it facilitates the care of large groups. We are told that where fifty children share a common habitat it is impossible to allow the same degree of individual freedom of expression that naturally would occur in a group of five children. Personnel costs would run up to impossible heights, it is said, if an institution undertook to employ enough adults to allow such individual freedom as is commonly accepted in a family atmosphere. And frightened voices usually hint darkly at the appalling destruction of property which would result.

Space will not permit analysis of the tragic fallacy contained in this point of view but a few statements can be presented which, as they are reflected upon, will ring more and more clearly with the tones of truth. To begin with, institutions well may be faced with a choice between destruction of property, such as broken windows, and destruction of the lives which they presume to preserve. Of course, institutionalized children do not actually die and this seems to render such a statement inaccurately dramatic. Nevertheless, the general failure of institutions to rehabilitate a-typical children or even to foster development of adequate personality in unfortunate children remains.

Where children are allowed individual freedom of expression, destruction of property is far less alarming than is generally assumed. Children are not inherently destructive. They aspire more than anything else to be like the adults who are able to create an intimate vital human relationship with them. Such destructiveness as occurs is usually accidental and due less to malice than to lack of judgment, muscular coordination, or experienced reasoning. This is true even when a child, because of his anti-social behavior, is institutionalized against his desire and in opposition to parental wish.

Meanwhile, one might ask why so much distress occurs over a broken window or a scarred piece of furniture in a society that is willing to launch millions of men upon wholesale destructions every twenty-five years or so. Surely, society is not distressed by destruction of property. What really is meant is that institutional management seeks to protect itself against criticism, utilizing regimentation to that end.

I am not pleading for greater opportunity for childish vandalism. My point is that destructiveness would not increase if institutional personnel employed intimate human qualities as mechanisms of control instead of strict regimentation. I remember a particular cottage in an eastern corrective institution where some twenty children were housed. Because the children were all of low mentality, the cottage was isolated in a remote corner of the grounds, shielded from the public eye. There the couple who "parented" this group abandoned regimentation. The children were too unintelligent to be so disciplined. Instead, in an atmosphere like that of a family, a vital and intimate human relationship became the disciplinary procedure. And here the children were less destructive and less rebellious than the better endowed children in the regimented cottages which fronted the world. The morons showed greater development of personality in terms of their capacity than did the normal children.

The assumption that normal although a-social children would not respond to such experience rests upon a conception of child character so distorted by adult mores and prejudices as to represent barbaric indifference to all modern psychological understanding. But the tragedy in the plight of all institutionalized children lies in the fact that regimentation is less a system motivated by interest in the child than a system for the protection of institutional staff. Regimentation is designed in the interest of the institution, not of the youthful inmates.

The question now arises, what can be done to effect a desirable change? The answer is: Nothing—until the public accepts the conception that the real function of an institution is to develop and foster socialized personality of individual children to the utmost possible point of adequacy to meet the life-challenge. Then, perhaps, something will be done to develop staffs of trained workers by means of which change could be effected.

Such trained workers will be familiar with the psychiatric problem of creating and maintaining an atmosphere comparable to the best family environment. They will aim at relationship control in their contacts with children rather than at imposition of arbitrary, objective authority. They will strive unceasingly to develop individuality, initiative, and personal capacity in their charges and, through vital contact, to shape them toward socialized behavior patterns. Since this will subject the workers to grueling work from which regimentation tends to save them, it will be necessary to pay adequate professional salaries and to rearrange the work-time schedules to allow every staff member regular periods of recuperative leisure.

Institutions under such direction will become professional homes having the interests of the child as the ever dominant guiding principle. Science will invade them, remaking them to a more fluent, more intimate, more functional pattern and society will assume spiritual responsibility for its children as well as physical responsibility.

Will such a change occur soon? We will know that it is at least beginning when schools of social work emphasize courses in psychiatric training for workers in institutions for child care. That must surely come first. With certain honorable exceptions the personnel at present operating such institutions is not capable of any sort of practice except regimentation—a practice which now causes trained workers to discredit institutional placement of children.

A second article by Mr. Blades, "Why Foster Homes Fail," will appear next month. Prior to the establishment of Rancho Descanso, a camp school for problem boys, the author directed a similar school in Massachusetts where he worked closely with the Judge Baker Guidance Center.

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MISS BAILEY GOES VISITING

"Wanted: A Twenty-five Cent Doctor"

By GERTRUDE SPRINGER

Aided and abetted by Mary L. Rogers

"WOULD you believe that so many people could have so many aches and pains and still travel under their own steam?" Mrs. Paine wearily shut the desk drawer on the records of the morning's interviews. For more than two hours she had been listening to troubles and jotting down cryptic notes, while Miss Bailey, parked as inconspicuously as possible between the filing cabinet and the office stove, had shamelessly eavesdropped. It was true that practically every one of the troubled people who had passed through the county welfare office that morning had replied to Mrs. Paine's cheerful greeting with a lugubrious groan. It was true, too, that their stories, however lacking in what the office manual called "essential information" were full of details of ailments usually described as "one of my old spells" or as a "trouble," be it of head, heart, or extremities. Only once or twice had Miss Bailey caught phrases that indicated that a doctor had told any of these people what really ailed them—if anything.

"Are they all as miserable as they sound?" she asked.

Mrs. Paine hesitated a moment and then answered judicially: "No—and yes. It's hard to tell, and it's all mixed up with things the psychologists have words for. You must remember that in this particular neck of the woods we've taken sickness and poverty as a more or less single manifestation of nature and let it go at that. If you get sick on top of being poor you either get well or you go along being sick. And pretty soon being sick becomes sort of a personal distinction, something to talk about, something you'd miss if you didn't have it."

"Hypochondria is the word, isn't it?" suggested Miss Bailey.

"I suppose so—sometimes. But hypochondria suggests imaginary ailments, and no one really knows what is back of all the talk about aches and pains. I've been on this job long enough to know that it isn't safe to discount 'spells' and 'kitney trouble,' just because you get worn out hearing about them."

"And you certainly hear about them," put in Miss Bailey. "That woman with 'back trouble' made me wonder a little about the crick I've been getting up with the last couple of mornings."

Mrs. Paine laughed. "I know. If I were the least bit suggestible I'd be in my bed, or maybe my grave, this minute. But the difference between us and Mrs. Posey is that if the crick really bothers us we go to the doctor and he tells us that there isn't a thing the matter that exercise and a little honest dieting won't cure. And we go about our business and forget it. But Mrs. Posey can't go to the doctor—doctors cost money you know—and all her friends tell her that's just the way poor Mary Brice started and 'she's been bed-rid for ten years.' So Mrs. Posey matches symptoms and accumulates fresh ones with every new audience, and what may be just a crick in the back becomes a conversational career—and in time a real handicap, psychological if not physical."

"But I'm not sure that a doctor would help that," observed Miss Bailey. "I know plenty of doctor stories about patients without a thing the matter with them."

"So do I. However those people have had a doctor on the job, for better or worse, and at least somebody knows what the 'old trouble' really is—if anything. But with the Mrs. Poseys we have nothing to go on but symptoms and self or quack diagnoses that can mean anything or nothing. What this county needs is a good twenty-five-cent doctor and I mean *good*."

Miss Bailey turned that idea over in her mind and Mrs. Paine went on.

"I really learned about the mis'ries of the poor in the old FERA days and I had a few good stiff lessons in the danger of discounting them. The FERA gave all the Mrs. Poseys a chance to tell about their 'old troubles' to someone new, who represented authority and who usually listened with some degree of sympathy. Oh, the 'old troubles' we heard about! And you never knew what the 'head trouble' or the heart or the 'kitney trouble' really might be. Sometimes you spotted sympathy feelers but again enough family history came through to give you pause. A woman with a graveyard cough would say, 'Maw an' Uncle John had these same coughing spells right up to when they died.' Or a man with 'head trouble' would say, 'Now my Paw he had bad head trouble an' fits too. They had to take him off. I ain't had but one fit, but my head sure does seem funny-like.' "

"AND what could you do about it?" asked Miss Bailey who already knew the answer.

"Practically nothing. Just feed 'em and forget 'em—if you could. But you see I stayed on in this county and I've seen some of the tragic results of the forgetting. There was Mrs. Wilton's 'sore place' that she talked about till we were frantic. A salve of lard and tobacco juice was all that helped her she said. Mrs. Wilton died at painful long last of cancer. When she was telling us about her 'sore place' it probably was operable. Sallie Jones' 'body trouble,' so delicately mentioned by her embarrassed young husband, turned out to be an extra-uterine pregnancy. She died, too. Willie Osborn's 'mean ankle,' which his mother poulticed with cold boiled potatoes, developed into a full-blown case of osteomyelitis. From Aunt Susie's 'high blood' came a fatal stroke in less than a year; Jim Potter's 'bad blood' made his children eligible for ADC in short order. I could go on calling the roll—the simple people ground between poverty and disease and condemned by generations of ignorance and neglect. But what's the use? What can you and I do about it?"

Mrs. Paine gave her desk blotter an impatient shove and tried to make her smile cheerful. "Nice session you're having, aren't you? Well, you said you wanted to see the day's work go by and you certainly have seen and heard."

"Yes, I've seen and heard," said Miss Bailey. "I heard you call up a health officer and tell him about the Preston

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children's rash that sounded as if they shouldn't be running around loose. I heard you arrange for a urinalysis for that pregnant woman with the swollen ankles; and I suspect that the questions you asked that poor wretch with 'chest trouble' mean that someone's going to find out if he has tuberculosis. Admit it now—you really are doing something."

"We-ell, we do a scrap here and a scrap there and perhaps it adds up to doing something for the more hopeful cases. But it takes a lot of doing and digging. Remember, we have no funds in this county for medical care, no general clinic, no free hospitalization. We have two doctors, good men they are too, but they're hard pressed and have to protect themselves. If they took all the cases I'd love to send 'em, they'd be sunk in a week. We have sort of a gentlemen's agreement that's working pretty well, but I have to watch my step and not impose on them. Oh, Lord, how I could do with a good twenty-five-cent doctor all to myself—and a good ten-cent drugstore."

"Why twenty-five and ten," asked Miss Bailey. "Why not free?"

"NO, not free. Our people respect what they pay for —as who doesn't? That's one secret of the hold the quacks and the patent medicine pedlers have on them. But twenty-five and ten comes close to being all the traffic will bear."

"But what about your local health officer? Is he any good?"

"Ye-es, according to his lights and the lights of the community, none of which are very bright and shining. We're just so darned used to poor folks being 'porely' that it takes the fear of an epidemic to shake us into action. We don't worry much about the sickness of the poor unless it's 'ketchin.' I have a gentleman's agreement with the health officer, too, so that we know exactly what to expect from each other. He has his own troubles, of course, and he's the kind of man you can drive so far and no farther. But I must say this for him, while his imagination isn't exactly lively and his methods definitely not those of a social case worker, he does get things done once he starts. An epidemic is the fear that haunts him. Say 'polio' or 'typhoid' and he comes on the run."

"You haven't said anything about your state health department. It has a lot of services, hasn't it?"

"It has, heaven be praised, and how we use them! The new state cancer control division now gives a service rivaled in promptness only by the mail order houses. The maternal and child health and the venereal disease control clinics are God-sends even though the follow-up on them is pretty weak. The crippled children service is good if you know how to use it. The tuberculosis association helps with transportation to clinics and X-rays for suspected cases. All these services are getting better all the time, but unless you have their particular diseases you're out of luck. And while our people have their full share of those diseases they have a lot of others besides. If Mrs. Bigger's 'old stomach trouble' is really cancer she'll get help, but if it's chronic gastritis she'll get some good advice which she has neither the ability nor the resources to follow."

"What about the emergencies—the pneumonias, the appendixes, the deliveries that go wrong?"

"About all we can do is to hustle. The doctors always come through on emergencies and often they can bring pressure on officials to get the cases hospitalized. My job is to mobilize family resources, if any, and to round up possible help from churches and whatnot. It's amazing how much you can round up for someone who's at the point of death and how little for someone who is dragging out a miserable existence for lack of treatment. It's easier to get a coffin than a diagnosis."

"Do I dare ask what's going on in the way of that justly famous ounce of prevention that's supposed to be worth a pound of cure?"

Mrs. Paine brightened perceptibly. "Believe it or not something is going on, though it's slow as molasses. But look back a few years and you can see it. Take the midwives. They used to be completely uncooperative. Now they go along with the health people and are our best boosters for the maternal and child health clinics. The clinics, yes, even the VD clinic, has become socially acceptable, if you know what I mean. When the 'state doctor' sets up for the day at Mt. Hope church the women and children come from miles around and make it a picnic. Caesar Andrews brags to his cronies about the free shots he's getting—says he's one of the 'gov'ment blood men.' I personally think we might get better results, more consistent cooperation, if the clinics required a tiny fee—even a dime. But maybe not.

"The surplus commodities people have done something for us, too, in what you might call health education and could do more if they had workers—I don't mean high powered nutritionists, but workers who speak the language of the poor folks' kitchen and who know that you don't change food habits by lecturing about them. But even now, every once in awhile, in the most unexpected places, you find indications that new ideas on diet and nutrition are taking hold. And our community organizations are a lot more health-minded than they used to be. We now can get them to back occasional dental and even tonsil clinics—they wouldn't have dreamed of such things seven or eight years ago."

Mrs. Paine glanced at her watch and Miss Bailey, recognizing the signal, reached for her bag and gloves as she observed:

"Your scraps, as you call them, seem to add up to a good deal of service after all. But where in the world, with everything else you have to do, do you get time for all the digging they take—the visits, the conferences, the follow-up?"

"SEARCH me," replied Mrs. Paine. "I only know that I don't do a quarter of what I ought to do and could do if I had more time. But what I resent is the fact that the services are so scattered and spotty that they have to be dug up, and pieced together—that they are not all in one piece, quickly and readily available to the people who need them. And most of all I resent the lack, in this arch of services we are slowly building, of the keystone of good everyday diagnosis and treatment that catches ailments before they become physically and psychologically chronic. Until we get that we're just fooling around. I still insist that what we need is a good twenty-five-cent doctor with a great big bump of social sense. You don't happen to know of one floating around loose, do you?"

Miss Bailey didn't.

Since March 1933 "Miss Bailey" has been a SURVEY MIDMONTHLY *character, her close-in observations of social work in action a continuing feature.*

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Here in Washington . . By Rilla Schroeder

TESTIFYING before a subcommittee of the House Committee on Labor, W. L. Batt of OPM called post emergency planning now the "Dutch boy's finger in the dike that will stem the flood of postwar maladjustment." The Dutch boy's finger is occupying a goodly share of official Washington's attention these days.

Mr. Batt indicated the scope of the program when he told the subcommittee: "We should be not only making plans for the demobilization of a wartime economy but also planning for the mobilization of all our resources, human and material, for a better living in a world of peace." The whole of Mr. Batt's statement was significant but space forbids further quotation.

The Wagner-Voorhis resolutions proposing post emergency commissions have been discussed previously on this page. The President touched on the subject in his "state of the nation" message to Congress and the National Resources Planning Board has published a pamphlet, which is important less as an analysis of facts and figures than as a declaration of intention.

Now Representative Beiter of New York brings forward a proposal (HR 5638 introduced September 15) to amend the Employment Stabilization Act of 1931 to permit the fullest participation by existing government agencies in the proposed program. The Beiter bill authorizes annual appropriations to agencies designated by the President, mentioning Federal Works in particular.

The Federal Works Agency has, of course, been working with the National Resources Board. Recently John M. Carmody, FWA administrator, speaking in Chicago, called for the cooperation of all local officials and agencies for an inventory of possible public projects for the postwar period. The list, he said, should include not only capital improvements such as schools, sewers, water supply, and so on, but new or expanded services in such fields as health, education and recreation. Mr. Carmody said that representatives of the Public Works Reserve are now ready to consult and advise with officials of interested local agencies.

The Beiter bill went to the friendly House Committee on Labor which has requested reports from the various agencies likely to be concerned and plans to begin hearings in the very near future.

In the Senate, Senator Brown, at the request of Senator Wagner of New York who is ill and not able to be in Washington, has introduced a bill similar to the Beiter measure.

The subcommittee has not reported on the Voorhis bill. In all probability it will recommend a smaller commission and a larger advisory board. The commissions proposed by Mr. Voorhis (twelve in one bill and twenty-four in the other) are open to criticism because of their unwieldy size. Much, of course, would depend upon the personnel, but the consensus of opinion of witnesses appearing in the bill's behalf was that a more compact group would be advisable.

Incidentally, Paul Scharrenberg of the American Federation of Labor, testifying at the hearing on the Voorhis resolution, recalled that the St. Paul convention of the AFL in June 1918 proposed a reconstruction program. Mr. Ramspeck, chairman of the subcommittee, asked what had become of it. Mr. Scharrenberg pointed to the bookshelves in the committee room.

"It was put on the shelf," he said. "It is right there in that volume."

WITHOUT A RECORD VOTE, SENATE conferees on the tax bill failed to accept the Danaher amendment, adopted by the Senate September 4. The amendment was designed to prevent the Federal Security Agency from exercising jurisdiction over state employment offices. It was entirely unrelated to the tax bill.

BY EXECUTIVE ORDER THE PRESIDENT has changed the name of the Office for Coordination of Health, Welfare, Nutrition, and Related Defense Activities, to the Office of Defense Health and Welfare Services. The title had kept many a good news item on the Office out of the headlines and the change was received with rejoicing by the press. Federal Security Administrator McNutt continues as director and Charles P. Taft as assistant. Recently, Mr. Taft, in addressing the Connecticut Conference of Social Work, was quoted as saying that health, welfare, and recreation in the future should be as much a function of the state as education.

HELP IN SOLVING THE TROUBLESOME question of birth certificates will be given prospective defense workers by WPA. Commissioner Howard Hunter has announced a new project, approved by the President and sponsored by OEM, whereby the WPA will provide emergency clerical workers to state and local registrars of vital statistics. The majority of defense contracts require that all employes be American citizens either by birth (preferred) or naturalization. However, as Commissioner Hunter points out, some 60,000 Americans were not registered at birth and the question of securing the necessary certificate has been a problem.

The law makes one exception in favor of aliens, permitting them to work in plants with restricted contracts if their employment is requested by the department letting the contract. Such authorization, however, is exceedingly difficult to obtain.

SENATOR DOWNEY CHANGED HIS MIND about offering his $30-a-month pension plan as an amendment to the tax bill and will introduce it at some later date as a bill. The Senator has been assured that his bill will be granted hearings by the Finance Committee some time this year.

THE NATIONAL YOUTH ADMINISTRATION and the Civilian Conservation Corps have been given a mild spanking by Federal Security Administrator McNutt for attempting to steal one another's enrollees. In an interagency memo Mr. McNutt, without mentioning names, forbade agencies under his jurisdiction from solicitation of youth "in person, by mail or otherwise, and the use of radio, sound trucks, posters, newspaper and other releases." Both NYA and CCC vigorously denied the implied charge.

AN EXPANDED SCHOOL LUNCH PROGRAM has been announced by Mrs. Florence Kerr, assistant WPA commissioner. Two million school children received 200,000,000 lunches last year. This year, by the inclusion of children not classified as "needy" who will pay for their lunches, the number, it is hoped, will be greatly increased.

FINDINGS OF THE MOST COMPREHENSIVE survey of hospital bed facilities ever made in the United States have been released by the Census Bureau. According to the report, 1,282,785 beds are available in 9,614 institutions. This is to be compared with the minimum requirements for adequate medical facilities set up in 1933 by the Committee on the Cost of Medical Care which found that 116 beds per 10,000 population were needed. To bring present facilities up to the standard, the report points out, the U. S. will have to build 2,000 more hospitals averaging 170 beds in size.

The report shows that about 77 percent of the hospital care given in 1939 was in public institutions.

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The Common Welfare

The Devil and the Deep Sea

IN fulfilling its promises to the men in the training centers United Service Organizations, Inc., seems to be caught between the devil and the deep sea. The devil—with apologies to Messrs. McNutt, Carmody, Taft and Company—seems to be in Washington where the mill of the Public Works Agency is slowly grinding out the procedures antecedent to the construction of the new service club buildings which USO will operate. The deep sea is the rising public dissatisfaction with the community services available to the men. This dissatisfaction springs more from failure of expectations than failure of performance. As was said last month in these columns the USO, lacking the new facilities it had counted on, had to use what it found on the spot and do the best it could. But people who expected something new and different in service clubs are disappointed to find that at the moment they frequently are the same old YMCA or Salvation Army buildings with their lounges furbished up and a new sign over the door.

The delay in the building program is due to a variety of factors, not the least of them the multiplicity of procedures through which any PWA project must go. But communities sponsoring the projects are not without their share of blame; some of them seem to think that the whole scheme offers the chance to get a new municipal building at federal expense. Still another factor has been the high cost, in time, of cooperation between federal agencies and the seven private agencies which constitute the USO.

In late September, PWA was ready to ask for bids for the construction of 129 club buildings. Meantime the number of clubs operated by USO agencies in rented quarters had risen to 139. As now projected, the USO program calls for 275 clubs in rented quarters, 241 in buildings erected with federal funds.

In Modern Dress

ONE of New York's oldest and, in years past, most dramatic reform agencies, the Society for the Prevention of Crime, recently has undergone a thorough reorganization from which it emerges with progressive direction and a modern program concerned with adolescent crime and its treatment. Its field, now limited to New York City, may later be extended. Its present approach is through study, appraisal, and report, but that too is subject to change and extension.

The society was founded in 1878, its avowed purpose, according to its constitution, "the prevention of crime and as far as practicable the eradication of the sources of crime and vice by all suitable and legal methods, especially by the suppression of tippling houses (that is, places where distilled liquors are sold to be drunk on the premises) and by the enforcement of all laws relating to such subjects." For its first dozen years it crusaded against bad excise laws, gambling and such things as "walking matches," Sunday excursions and "dens of infamy." The terminology of the period, quaint as it seems in 1941, does not conceal the fact that the society had earnest, courageous leadership and support and did some plain speaking on subjects which were commonly treated by pious homilies. It dared to lift the edges of a good many carpets and expose the unsavory dust underneath. It was distinguished by its powerful enemies no less than by its friends.

In 1892, under the presidency of the militant Rev. Charles H. Parkhurst, it went all out in direct action against a corrupt city administration, "the munificent patron of every specimen of crime possible to be committed or even conceived." For two years Dr. Parkhurst and the society were front-page news. Out of their sensational firsthand investigations of the "vice ring" came the official Lexow Committee and ultimately the overthrow of the city administration and the reorganization of the police department. By 1909 the then president could report that "vice has retreated."

For the past twenty years or so the society has been relatively inactive. It has put itself on record on various occasions, but has not had the spotlight.

Now, with its board reorganized and with Paul Blanshard, a vigorous and progressive lawyer, as its executive director, it enters a new phase of activity the early stages of which will be financed by income from the endowment accumulated in its earlier years. The first undertaking within the new framework of policy is a series of studies and publications designed to throw light on adolescent crime, its treatment by courts and institutions, and the character of probation, psychiatric and parole services provided by the community.

The first of these studies, "The Adolescents' Court Problem" by Paul Blanshard, assisted by Edwin J. Lukas, has just been published. (Price 15 cents from the Society, 42 Broadway, New York). It sketches the problem, describes the courts which now deal with it, summarizes certain test-checks of their results, and outlines a plan for improved procedures. It expresses general sympathy but does not commit itself on the proposals of the American Law Institute for a Youth Correction Authority. It does, however, recommend the handling of cases at their initial stages by a court of authority.

In its new program the old society has adopted modern terminology. Old timers hope that the stout heart and indomitable drive that attended its activities in the Nineties will not be lost in the greater objectivity of the Forties.

Witch Hunting in Oklahoma

SINCE the conviction in Oklahoma several months ago of Mr. and Mrs. Robert Wood, Alan Shaw, and Eli Jaffee for violating the state criminal syndicalism law, public opinion—local, national, and left—has expressed outraged indignation at the outcome of the case. All four were sentenced to ten years imprisonment and the payment of $5,000 fines. Eight other defendants in the same case still await trial in the state where not so long ago the homes of members of "Jehovah's Witnesses" were burned.

These twelve people and six others, later released, were

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arrested in August 1940 during raids on five private homes and on Mr. Wood's bookstore, which adjoined the headquarters of the Communist party. The raids were made on warrants authorizing the search of the premises for liquor. Mr. Wood and five others were charged with publicly displaying and selling literature advocating force and violence, as well as with membership in the Communist party; the remaining seven with possessing and reading literature advocating force and violence.

The charges are based on a law passed in 1919, not invoked since. Not one of the twelve defendants has been accused of or convicted for any act of violence. Their cases were predicated entirely on evidence which consisted of readings from thousands of seized books.

In commenting on this case the *New York Herald Tribune* said recently:

> Regardless of one's attitude toward communist ideology, no people in fighting a menace of this sort can afford to sacrifice in the process the fundamentals it is defending. . . . It is important that this axiomatic precept be appreciated in Oklahoma, too, lest in these emotional times a match appljed there spread to the tinder of hysteria elsewhere.

Similar editorials indicate widespread belief that such action, seriously endangering President Roosevelt's four freedoms, must not be ignored.

The American Civil Liberties Union has announced its intention of filing briefs *amicus curiae* on the appeal of the defendants. Responsibility for the defense, including expenses involved, rests with the International Labor Defense, 112 East 19 Street, New York.

Housing's Fifth Birthday

THE oldest public housing project in the United States, Techwood Houses in Atlanta, Ga., just had its fifth birthday, fittingly celebrated by the 600 Techwood families and thousands of other Atlantans. But Techwood's birthday has more than local significance. It is a milestone from which past progress in public housing can be considered and future direction envisioned.

Techwood was the forerunner of a public housing program which before long will provide homes for more than three quarters of a million people, for nearly 193,000 families, for more than a quarter million children. When it was started, the public housing program was seen largely in urban terms. Now under the auspices of hundreds of county and regional housing authorities, rural and small town projects are under way. Today there are nearly 600 local housing authorities, and only ten states remain in which enabling legislation is not on the statute books.

When Techwood was started, rents in public housing projects were set arbitrarily at a certain percentage of family income, with maximum permissible income. Today many authorities are experimenting with "graded" and "adjusted" rents to fit family needs. Due largely to the experience and experimentation of USHA and local authorities, construction costs have been reduced and real "communities" built. These are among the accomplishments of the past five years.

But what about the future, with defense housing claiming the spotlight? The National Public Housing Conference, the National Committee for the Housing Emergency, and other informed groups and individuals maintain that in the long run the regular housing program should be accelerated by the emergency. But always provided that defense housing, wherever compatible with emergency requirements, is so located and constructed as to fill a permanent need after the emergency is past. And, as the National Resources Planning Board has pointed out, the construction of homes for workers must be looked to in the post-emergency period as a reservoir of activity to help weather economic problems.

For Child Refugees

THE United States Committee for the Care of European Children last month launched a campaign for $503,800. Of this sum $358,000 is needed to bring 600 children now in concentration camps or shelter homes in unoccupied France to the security and care of American foster homes. The remaining $145,000 is needed for the continuing supervision of the 1,500 children now under the committee's care in this country.

Just a year ago the committee called off a campaign for $5,000,000 when plans for large scale evacuation of British children were pricked by the British government's announcement that no more children would be sent overseas. Since then the committee has been occupied in perfecting its supervisory procedures and in devising plans for the rescue of homeless children in continental Europe. In December a few children arrived from unoccupied France, in February a few more, in June the first large group, and last month another large group. These children were taken from the Friends' shelter homes in unoccupied France, their places in the shelters filled immediately by children from concentration camps. Altogether the committee has brought approximately 150 continental children —Germans, Poles, Czechs, Austrians, Belgians, French— to this country and has placed them in foster homes. Some of these homes were offered in the first great surge of American hospitality at the time the committee was formed; others have been found more recently by the usual home finding procedures of local child-caring agencies. At this writing fifty-one additional committee-sponsored children are reported on their way from Lisbon. Arrangements for their arrival and care will bring the committee's current funds close to exhaustion.

Mightier Than the Sword

THE word-offensive, launched by the totalitarian forces long before the bombs began to fall, is more and more provoking a word-defensive on the part of believers in democracy. The first number of *Free World,* a monthly magazine, comes out with an editorial board of distinguished Americans, Europeans and Asiatics that reads like an international "Who's Who." The magazine will attempt to define "a precise and common doctrine for the democracies"—the enchained as well as the free—in order to combat totalitarian propaganda. It will have two main concerns, "political strategy," an attempt to picture accurately the "fundamental aspirations of the people living under totalitarian rule," and "peace aims" based on world democracy, political democracy, economic democracy and collective security. The first number has a foreword by Cordell Hull, a poem by Archibald MacLeish, and articles by a distinguished list of writers, including Eduard Benes, Count Sforza, Walter Duranty, Nicholas Murray Butler, Quo Tai-Chai, Norman Angell. Arrangements are being made for its publication in Chinese, French and Spanish.

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The Social Front

Welfare and Defense

WHILE the USO has been formulating its program outside the military establishments [see *Survey Midmonthly,* September 1941, page 268] the American Red Cross has been straightening its lines of service "inside the fence." Although quarters of sorts have been provided in the army camps the ARC now has decided to construct, operate, and maintain its own buildings for offices, reception rooms, and living quarters for its personnel. Plans have been approved for sixty-two buildings at a total cost of $1,250,000. In addition to these ARC financed constructions, some sixty-five hospital recreation buildings are now going up in army stations and hospitals at the expense of the War Department. These buildings, which will be staffed and furnished by the Red Cross, will serve as recreation and entertainment centers for convalescents from the army hospitals. They will be equipped with moving picture theaters, game rooms, and reading rooms.

Back home in the local communities, Red Cross chapters these days are almost swamped with requests for dependency and hardship investigations, which have increased tremendously since the lengthening of the army term for draftees. Investigations are made when a draftee who feels that he is needed at home or at his business applies for an honorable discharge from the army. The requests are referred by the commanding officer to the Red Cross field director in the camp who, in turn, forwards them to the home town chapters. During the summer, dependency investigations at the New York City chapter increased by as many as 200 a month.

A Must—Required reading for community defense committees should be "British Cities at War," by James L. Sundquist, a recently published report of the American Municipal Association. Based on information from British periodicals the report describes the administrative problems that came with the outbreak of the war, the plans evolved for their solution, the test of the plans under the *Blitzkrieg,* the substitutes provided for those that failed. A chapter, "Normal Municipal Functions," tells of the strains on the health, welfare, and recreation services under conditions of lowered municipal income, widespread property damage, reduced personnel. The chapter shows how the cities, struggling with the necessity for retrenchment of functions not directly connected with the war effort, have been faced with new problems, such as a startling rise in juvenile delinquency, calling for expansion of services. Price $1.50 from the Public Administration Service, 1313 East 60 Street, Chicago.

Planning—The USO is conducting a series of three-day regional institutes to serve as training conferences for its field personnel and representatives of its six member agencies. Under consideration are such subjects as interpretation, community relations, inter-agency relations, programs, records and reporting, maneuvers activity. First of the series was held last month in Baltimore. Others were held the beginning of this month in Atlanta, Ga., and Dallas, Tex. Scheduled for the future are institutes in San Francisco, October 16-18; New York City, Oct. 20-22.

For Volunteers—Persons eager to volunteer their services for the protection of the nation will soon be able to find a niche in the defense program under the Civilian Defense Volunteer Division created last month in the Office for Civilian Defense. The division will advise local defense councils in setting up civilian defense volunteer offices where persons may enroll for one of two general types of activity—emergency work or normal community service. Those enrolling for the former will receive training in such things as air raid warden duty, fire watching, emergency feeding and housing, bomb squad and clearance crew duty. Others will be trained for service in the normal health, welfare, recreation, and family security agencies of the community. The locally organized classes will be aided by federal and state agencies and community service groups. Director of the division is Wilmer Shields, on indefinite leave from her position as field representative of the welfare department of the Association of Junior Leagues of America. Working closely with her as consultant in the OCD is Katherine Van Slyck, executive secretary of the AJLA, who recently spent a month in Washington with Miss Shields laying out the plans for the OCD's volunteer participation program. In this work Mrs. Van Slyck and Miss Shields had the advantage of past observation of volunteer mobilization in Canada where the local Junior Leagues have played a large part in channelling volunteer enthusiasm to orderly, useful activity. [See "Volunteers in Critical Times," by Kathryn Close, *Survey Midmonthly,* January 1941.] These plans are outlined in a pamphlet, "A Civilian Defense Volunteer Office," available on request from the OCD, Washington. To help carry out her new duties, Miss Shields will have a staff of nine field representatives—all social workers—one assigned to each of the regional defense offices for direct work with the local communities.

Project—WPA workers are to help operate recreation centers in military and industrial defense areas under a recently approved $5,000,000 nationwide project sponsored by the Federal Security Agency. "Charged with the coordination of recreational activities under the defense program," the project will make available 5,000 workers to assist community recreation agencies in "defense" towns or to serve on military reservations under the direction of military authorities. Among them will be directors and leaders for sports, entertainments, social events, crafts and informal activities as well as persons who will conduct information and hospitality services for men in uniform.

Jobs and Workers

AN adjustable "bonus" plan which can be modified annually to keep pace with the rise and fall of living costs has been adopted by Niagara Falls, N. Y. The plan will go into effect in 1942. The bonus arrangement, decided upon by the city council, recognizes the increasing cost of living, and provides a larger amount for city employes with smaller incomes. On the basis adopted, the bonuses for the first year will range from 13 2/3 percent on a salary of $1,200, down to 7 percent on a salary of $5,000. No bonus is provided for elected officials or for appointed officers receiving over $5,000 a year. Policemen, firemen, and laborers are not included in the plan. The first two groups were put on an annual increment system in 1940, and the wages of laborers were increased this year.

Women in Defense Jobs—To promote the employment of women in defense industry where labor shortages are being felt, the Social Security Board has released the findings of a study of 1,894 different occupations in twenty-one key defense industries, showing that a large majority are jobs in which women could be employed successfully. Of the nearly

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1,900 occupations included in the survey, only 331 were found to be definitely unsuitable for women. Some of the occupations in which women are not customarily employed, but in which they could be used, are a wide variety of jobs in the manufacture and assembly of parts for motors, radios, recording instruments, and airplane gauges. Even in foundry work, it was found that women could be employed as casting cleaners, finishers and polishers, as machine core makers, and in many other jobs. In the manufacture and servicing of aircraft, numerous opportunities for employing women were found.

According to a recent report by the U. S. Women's Bureau, about 12,000 women are, or shortly will be, doing shell-loading operations in Indiana, Iowa, Ohio, Illinois, Utah, and Tennessee. About the same number of women are being used in making small-arms ammunition; while about 6,000 women are employed in loading or sewing powder bags. "Many women are at work on explosives in New Jersey, on airplane parts in Connecticut and New Jersey, on assembling radios for airplanes or other small assembly, and on aircraft instruments in New York, New Jersey, and Ohio."

Shorter Week in Stores— A number of leading department and specialty stores in New York City are putting their employes on a five-day, forty-hour week. The new schedule applies to all members of the staff except executives, assistant executives, and supervisors, and will not be operative in peak periods and the Christmas season. All the stores will be open for business six days a week, accomplishing the shorter hours by taking on more workers and by some readjustment of duties and responsibilities.

British Wages and Prices— The Trades Union Congress has rejected the British government's proposal for wage stabilization, put forward in a "White Paper" published in July. This action of British labor is viewed as a serious setback for the government's anti-inflationary price policy. According to a correspondent of the *New York Times,* the opposition of the Trades Union Congress to wage stabilization "is primarily the result of the lack of any determined British government price policy in the first eighteen months of the war." It was only with the opening of the current budget in April 1941, that the government announced a determination to prevent a further rise in prices. Since then, the official index of living costs has been stabilized at around 28 percent above the level at the beginning of the war. However, the increase in the actual cost of living is considerably above this index, because many goods on the index are rationed and price controlled, and essentials not so regulated are inadequately represented on the index. Against this price increase, the averages of industrial wages have risen less than 15 percent since August 1939.

Bonuses and Overtime— A statement defining bonus payments which do not affect overtime recently was issued by General Philip B. Fleming, head of the Wage and Hour Division in the U. S. Department of Labor. The test of such a bonus is that the payment and amount are solely in the discretion of the employer, the employe having no contractual rights, express or implied, to any payment. But if the employer promises, agrees or arranges to pay a bonus, then the bonus is to be "considered a part of the regular rate at which an employe is employed, and must be included in computing his regular hourly rate of pay and overtime compensation."

City Employes and Unions—The National Institute of Municipal Law Officers, 730 Jackson Place, Washington, D. C., has released a report based on a questionnaire study as to the power of municipalities to enter into contracts with labor unions, and the right of city employes to strike to enforce such agreements. Summarizing opinions of state attorneys general, municipal law departments, and individual replies from 385 city attorneys, as well as a number of court decisions, the institute finds: that no city ever has signed a collective bargaining agreement with a labor union of city employes similar to the agreements between private enterprise and labor unions; agreements containing general expressions of policy have been signed by a few cities with their organized employes; a collective bargaining agreement between a city and a union of its employes would be an unlawful and unauthorized delegation of public power to the union, a private organization over which there is no public control; a "closed shop" provision in such an agreement would constitute an unconstitutional discrimination between citizens, and it would run counter to civil service provisions in substituting the test of union membership for the usual tests of education, ability, efficiency, etc.; the declared public policy of the federal, state, and municipal governments is opposed to collective bargaining agreements in public employment; city employes have no right to strike to enforce collective bargaining agreements with the city.

Record and Report— The Information Service of the Federal Council of Churches devoted its September 6 bulletin to a review of the present policy of the Department of Justice in the prosecution of labor organizations; and its September 14 bulletin to the operation of federal agencies in the settlement of labor disputes. Price 5 cents each from the council, 297 Fourth Avenue, New York. . . . At the request of the U. S. Office of Education, the U. S. Women's Bureau is preparing a series of publications on labor laws affecting women, planned primarily for the use of teachers of vocational classes for girls. The pamphlets for Kentucky, New York, Massachusetts, Illinois, Pennsylvania, Michigan, and North Carolina are now available.

Jobs and Priorities

A SURVEY of five cities, to determine the possibility of transferring to defense industry the workers and plant equipment affected by shortage of materials, is the first step of the Bureau of Employment Security of the Social Security Board to forestall threatened unemployment due to defense priorities. Meadville, Pa.; Evansville, Ind.; Mansfield, Ohio; Quincy, Ill.; and Newton, Iowa, will be the first cities surveyed. The Bureau's labor supply officers will seek cooperation of local representatives of labor, management, and state employment services in working out a plan of action for each community. The program will be expanded to many other areas likely to be affected by material priorities. The communities first surveyed have one or more consumer industries dependent on materials urgently needed for defense industry, including automobiles, zippers, refrigerators, stoves, washing machines.

Instruction to Unions—The American Federation of Labor, through its defense committee, recommends to union members ten steps which should be taken if they are employed in consumers goods plants using priority materials. The program rests on cooperation with the employer, AFL headquarters, and public officials, and looks to the securing of defense contracts by small plants with appropriate equipment and personnel, training or retraining of workers, protection of social security rights and union membership.

Auto Workers— Policy to be followed by labor and management in handling problems expected to arise out of the curtailment of production in the automobile industry was worked out in a conference held in Detroit in mid-September, in which representatives of government, the industry, and the unions participated. The statements of policy cover seniority rights in non-defense employment, transfer of employes to defense work by seniority, preference for qualified applicants in local industry over workers from

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other localities, release of skilled tradesmen not working at their own trades and needed by defense industry, a recall of employes. The conferees agreed that the application of the policy "is a local community problem and must be worked out on the basis of cooperation between plants in a community and the workers involved." At a further conference, operating machinery to carry out these policies was set up, and provision made for registration, reemployment and, if necessary, retraining of automobile workers for defense plants.

Education

SPECIALLY trained teachers from the WPA adult education program are carrying on a greatly expanded program of Americanization instruction to facilitate the naturalization of aliens who want to become citizens. The program is sponsored by the Department of Justice, of which the Immigration and Naturalization Service is a part, and co-sponsored by state departments of education. The plan is an expansion of a type of work which has been carried on by WPA from its inception. It now becomes the largest single phase of the WPA Adult Education Program, employing almost half of the teaching personnel. The alien registration last year revealed that there are more than five million non-naturalized residents above the age of fourteen in the United States and its possessions, two thirds of whom had taken no steps at that time to acquire citizenship, and 15 percent of whom are illiterate. Basic instruction in English (written and spoken) is the most essential subject in the new classes. For those who have, or who obtain, a fair command of the language, there is instruction in American history, civics, "and other topics designed to impart an understanding of American culture and forms of government." All books and text materials will be furnished by the sponsors of the program.

Schools in Defense Towns—New schools are being built in defense areas at a rapid rate to help meet the educational emergency created by large scale industrial activity. Under the Lanham (Community Facilities) act, approved July 1, Congress appropriated $150,000,000 for hospitals, sanitary facilities, recreation centers, and schools in defense areas. By September 2, school projects totaling $8,791,292 had been approved in twenty-five communities in all parts of the country, and construction was expected to start within sixty days. The U. S. Office of Education certifies applications for schools most urgently needed. These certifications are based on reports prepared by field representatives visiting local school systems which have applied for federal funds to build new schools. Where construction is delayed, the Federal Works Agency may release funds to equip temporary classrooms, pay salaries of additional teachers to provide two shifts, and rent or buy buses to transport children to nearby towns where the school system has room for them.

Housing Library—The public library of Newark, N. J. is the first library in the East which has installed a branch library in a public housing project. The Stephen Crane Village Housing Project, which has 354 families, has a collection of more than 1,000 books for the 708 adults, and more than 500 books for the 450 children in the village. The Newark library also supplies an assistant certain days in the week to administer the library. The only other branch library in a housing project, according to the U. S. Housing Authority, is to be found in Louisville, Ky. More than 600 volumes were loaned in the first week in which the Newark branch was open to residents of the village. The experiment was tried in this particular housing project because of its distance from the main library and from the nearest branch.

Current Materials—To help meet the current needs of teachers of social studies the American Council on Education last year established the Committee on Materials of Instruction, and directed it to prepare "impartial, authentic and useful material" on today's international issues. Phillips Bradley of Queens College is chairman of the committee, which has just issued its first two publications. "The Teacher and International Relations," a 24-page pamphlet, considers "the place of international relations in the school curriculum, and an approach to their study and analysis." Price, 10 cents. "American Isolation Reconsidered" is a 200-page source book, which traces the history of American neutrality from 1793 to 1941, and the issues involved in the emergencies of 1812, 1914, and 1941. It includes more than sixty pages of original documents and a classified bibliography. Price 50 cents from the council, 744 Jackson Place, Washington, D. C. Both publications, while prepared for classroom teachers, are adapted to the use of teachers of adult classes, and leaders of forum and discussion groups.

Special Classes—Discontinuance of the plan of special classes for slow learners in the New York City school system is recommended in a Board of Education report based on the five-year experiment in the Speyer School with bright and dull pupils. The experiment was conducted by the board, in cooperation with Teachers College, Columbia University, and included two classes of gifted children and seven of slow children. The report, prepared by Benjamin B. Greenberg, assistant superintendent in charge of the school, finds some academic advantages in segregated classes, but these are far outweighed by bad effects on the mental health of the children. Moreover, it was found that, with proper stimulus, the slow learners carried on work far beyond their expected capacities. The report recommends that the schools make special provision for slow learners in regular classes. On the other hand, the report suggests that highly gifted children—the upper one percent of the city's school enrollment, with I.Q.'s of 130 or more—would benefit if segregated, particularly in the prevention of the conceit and selfishness such children tend to develop as "star pupils" in heterogeneous groups. School officials estimate that 150,000 or 20 percent, of the 750,000 children in New York's elementary school population fall in the "slow learner" category.

Child Welfare

STRANGE by-product of the world emergency reported from several directions is an increase in available foster homes for American children. That the emergency can be given credit, in part at least, for the broadened interest in foster care is indicated by the fact that many of the new offers come from families whose interest in child care was first awakened last year by the extensive plans for bringing evacuated British children into American homes. [See page 297.] According to spokesmen for the U. S. Committee for the Care of European Children many families whose requests for British children were not filled turned to child caring agencies for American children. Defense program employment has also been named as a factor behind the increase in available foster homes. A recent issue of the Albany, N. Y. *Catholic Charities Bulletin* points out that families formerly unable to offer a free home or without sufficient income to be eligible to receive a child for boarding care now can pass the financial requirements for foster families.

Improved—A new point was chalked up for environment as against heredity at the recent meeting of the American Psychological Association at Northwestern University, where a report was made of a study of 229 children placed in an institution before the age of six months and adopted before the age of two years. The children fell into three groups: 87 had mothers with intelligence quotients of 75 or under; 111 had fathers who were unskilled or slightly skilled laborers; 31 had parents in both of these categories. The children's I.Q.'s at the time of adoption averaged 102, but after a

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year in the adoptive homes the average jumped to 110. Concluded Dr. Harold M. Skeels of the University of Iowa, who made the report: "Children with mothers of low intelligence or fathers with low occupational status, or from a combination of both, placed in adoptive homes in infancy attain a mental level which equals or exceeds that of the population as a whole."

In Principle Only—A recent change in the child welfare laws of Minnesota establishes the principle of joint state and county financial responsibility for children in need of special care, specifically "children who are physically handicapped or whose mentality has not been satisfactorily determined, or who are affected by habits, ailments or handicaps that produce erratic or unstable conduct, and who are not suitable or desirable for placement in a home for permanent care or adoption."

Under the new law the cost of care whether by public or private agency will be met by county welfare boards with 50 percent reimbursement by the state. Unfortunately, however, the legislature appropriated only about a fifth of the sum estimated as necessary to implement the law.

Reasons—The Children's Aid Association of Boston, examining the records of 485 boys and girls for whom it provides foster care, found that the need for such care stemmed from three major causes. First, in 28.2 percent of the cases, were behavior and personality problems of the children themselves; second, in 25.6 percent, were broken homes and family problems; third, in 21 percent, were health problems, more often of parents than of children. All other causes came to only 3.3 percent of the total.

Illegitimate—Information recently gathered by the Minnesota Department of Public Assistance concerning 3,049 illegitimate children for whom paternity has never been established, showed 40 percent to be living in households receiving some form of public aid. Most common forms of assistance were WPA and general relief, in spite of the fact that 83 percent of the children in dependent households were living with relatives of the type of kinship specified in the aid to dependent children law. Of the 1,216 children in households receiving public aid, 795 lived with the mother, 202 with the grandmother, 22 with an aunt. Only 89 households were receiving aid to dependent children grants.

In Funds Again—After a period of uncertainty when its direction and its funds were touch and go with the legislature, the Michigan Child Guidance Institute finally got its appropriation of $35,000 and approval of continuance under the board of regents of the state university. Thus it is able to continue its research into the causes of delinquency and to develop its program of preventive education. It proposes to conduct a series of six-week study institutes in from ten to twenty communities over the state on the general subject "Local Organization for the Defense of Childhood." Three members of the institute staff will cooperate in conducting the courses which are offered to any community in which the schools, the courts, law enforcement agencies, and professional groups unite in sponsorship.

In Print—"Catholic Child Care in Nineteenth Century New York," by the Rev. George Paul Jacoby, with a "correlated summary of public and Protestant child welfare" in the city, is a well documented study, compiled from early reports and minutes of the societies and agencies involved. From the Catholic University of America Press, Washington, D. C. . . . "Laws of the State of Washington Relating to Children," by Mae T. Mark, Nalder and Marjorie J. Smith is a compilation of statutes and excerpts from court decisions rewritten in "a layman's vocabulary" to be of practical use to the teacher, the social worker, the nurse and others who find it necessary "to refer to legal sources for guidance in child welfare matters." Price $1.60 from the Graduate School of Social Work, State College of Washington, Pullman. . . . "For Tomorrow," the 1940 annual report of the Domestic Relations Court of the City of New York, describes the "important sociological and economic reforms, improvements in psychiatric technique and . . . adjustment services" which "have resulted during the past decade in a marked decrease in the number of children and adults appearing before that court as parties in legal actions." During 1940 the number of cases in the children's division decreased 13 percent from the number in the previous year. From the court, 135 East 22 Street, New York.

Relief and WPA

AT the end of the 1941 fiscal year nearly 50 percent of all WPA workers were engaged in national defense activities, according to reports from Washington headquarters. Of the 1,460,000 persons on the rolls in June, 429,384 were working on airport, highway, and other projects related to defense. Though drastic reductions began in July to meet the reduced quotas, assignments to defense projects were expected to remain for a time at approximately the June level. The hardships that this policy entails in non-defense areas and upon persons unequipped for defense jobs is indicated by summer reports of WPA social workers from various parts of Texas. Many of the workers were almost frantic with the problems of WPA lay-offs in counties where there is no defense work and where summer crops were ruined by excessive spring rains. Women were particularly singled out for trouble since the most popular form of cutting down seemed to be to discontinue county sewing projects. A by-product of the loss of the sewing projects is the loss of clothing for the indigent in counties where the only form of relief is federal surplus commodities.

Unattached—In Pennsylvania the Allegheny County Board of Assistance is keeping careful watch on the effects in the county of the state's order to withhold relief from employable, unattached persons between the ages of twenty and forty. [See *Survey Midmonthly,* July 1941, page 226.] In a recent issue of the *Federator,* monthly bulletin of the Federation of Social Agencies of Pittsburgh and Allegheny County, the board reports that 796 cases were discontinued as of August 15 on the basis of this policy. From July 16 to August 19, 247 persons had requested appeals, 156 of them recipients, 91 of them applicants over half of whom were reapplying after discontinuance. However, 32 of the recipients and 32 of the applicants failed to appear for hearings. Of the 124 recipients who were heard 102 were continued temporarily pending search for employment, 18 were reclassified as unemployable, and 4 were dropped from the rolls. Of the 59 applicants given hearings 50 were accepted for temporary relief, 6 were reclassified and accepted, 3 were rejected. Worried about the "humanity" and "soundness" of the ruling, the board plans to carry its observations still further by sending visitors to check up on all affected persons, closed cases included.

California—Chances that Governor Olsen will call a special session of the California legislature to reconsider the relief situation [see *Survey Midmonthly,* July 1941, page 219 and August 1941, page 243] have waned almost to the vanishing point. Even in Los Angeles, Alameda, and San Francisco counties which have been shouldering most of the burden since the liquidation of the State Relief Administration last June, pressure for the session is almost non-existent. It is reported that in San Francisco and Alameda counties autonomy-loving commissioners would rather do without financial aid than give the state an opportunity to regain control over the relief administration. In Los Angeles, where the relief burden is heaviest, the problem has been less acute than anticipated be-

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cause of the fact that many former SRA cases have not applied to the county for aid. The 10,000 who have applied were accepted for emergency care only—grocery orders, and rent upon eviction. Recently the county board of supervisors cut 1,400 from the rolls by its decision to withhold relief from persons without three-year state residence. When the decision was made it was announced that the county would "cooperate" in transferring the non-residents to rural communities needing crop-workers by furnishing sufficient gasoline or railroad tickets to get them out of Los Angeles County.

Opportunity—At the middle of last month 750 WPA workers were being trained for defense work in 219 private industrial plants, under the WPA in-plant training program [see *Survey Midmonthly*, September 1941, page 273], which was reported to be well past the experimental stage. According to the WPA announcement nine out of ten of the workers so trained are given regular jobs in the plants at the expiration of three weeks. Workers not hired after four weeks must leave the plants. The rapid turnover is expected to bring opportunity for training and jobs in private industry to thousands of persons now on WPA.

Yardstick—A new formula for determining relief personnel costs has been worked out by the American Public Welfare Association. The association points out that the prevailing method of allowing operating expenses in proportion to the total amount spent for relief penalizes those agencies with a low average budget per case and those which reject a relatively high proportion of applications or have a high rate of turnover. The new plan computes personnel costs on the basis of the number of applications and the number of active cases. The association suggests the assignment of one professional social worker for every twenty applicants, one for every sixty active cases. The suggestions are based on an analysis in two relief districts in Los Angeles County, Calif., to learn the cost to the agency of large and small case loads carried by professional social workers. It was found that in general the staff members with the lightest work loads showed the best results. The most effective method for weeding out ineligible applicants proved to be a long office interview followed by a brief home visit. A summary of the California report is available from the APWA, 1313 East 60 Street, Chicago. Price 15 cents.

In Print—"Organizing a Public Welfare Committee in Spring County," edited by Margaret F. Byington, is an analysis of citizen participation in public welfare based on actual events. Prepared by teachers of the New York School of Social Work as a basis for training students in the methods and techniques of organizing lay groups, the study is divided into two parts: "Organization of a Public Welfare Committee" and "Social Study as Focus for Development of Public Welfare Committee." It has been recommended for staff development programs in public welfare agencies as well as for classroom teaching. Price 75 cents from the Columbia University Press, New York. . . . "Unemployment can no longer be regarded as a temporary problem. It must be met by means of a permanent program of economic security," says the subhead of the pamphlet, "Work, Relief and Security," WPA Social Problems Series No. 7, by Edward A. Williams. Here is a simplified history of the growth of the various federal relief and security programs over the past ten years, which might be useful for interpretive purposes among laymen still confused by the maze of federal social services. From the Work Projects Administration, Washington, D. C. . . . Two reports recently issued by the Curriculum of Social Work of the University of Michigan, Ann Arbor, Mich., proceed from a study of the relief problems of three counties, undertaken at the request and with the financial aid of the Brookings Institution, but independently conducted under the direction of Arthur Dunham, professor of community organization at the university. The first, "Public Relief in Michigan—A Descriptive Statement," gives a brief history of the development of the various types of relief in the state up to September 1940. The second presents thirty-six standards for the state and local relief programs against which the analysis of the three county programs is to be measured. The main body of the study is still in process of preparation.

The Public's Health

SUGGESTIONS for laying the ground for a national program of voluntary rehabilitation of rejected draft registrants were put forth last month in a report by the Commission on Physical Rehabilitation recently set up by the Health and Medical Committee of the Federal Security Agency. As a first step in this direction the committee advocates the sub-classification of the rejected and deferred to indicate whether or not their physical defects are remedial. It points out that many persons placed in Class I B as qualified for limited service have minor but permanent physical defects, whereas some placed in Class IV F as completely disqualified have major defects which are, however, remediable. The committee suggests that classification of those with remediable defects as I B-R or IV F-R will aid in determining the extent of the rehabilitation problem and "will act as an incentive to voluntary correction of handicaps." The committee also suggests that the draft report forms provide space for statements by the registrant as to whether or not he is willing to undergo corrective treatment; to give his permission for the release of information pertinent in this regard; and to say whether he will provide the treatment out of his own financial resources. According to the commission's plan all persons placed in class I B-R and IV F-R would be notified of their defects, advised to have them corrected by their own physicians or through the appropriate community facilities and to report back to the draft board for a reexamination within a specified period of time. Because "only a small proportion of the population can afford to pay or will be willing to pay for corrective measures" and "communities differ greatly in the availability of medical facilities," the commission recommends that the federal government bear the rehabilitation costs as this is "primarily a matter of vital necessity for national defense."

Last summer a rehabilitation program was set up in New York City with the attachment of a medical social worker to each local draft board. Duty of the social worker is to arrange for treatment of physical defects upon the recommendation of the examining physician and with the registrant's consent. Arrangements will be made with a private physician if the registrant can afford to pay, with a clinic if he cannot.

Infantile Paralysis—This year's proceeds from the President's birthday celebrations were 50 percent above the previous record attained last year, says the National Foundation for Infantile Paralysis. Expenses this year amounted to 6.1 percent of the gross, leaving $2,104,460 to be used in the fight against infantile paralysis. Of this sum $1,096,866 will go to the foundation's state and local chapters for relief of victims; $1,007,594 will be used directly by the foundation for combating epidemics, promoting research, and aiding hospitals and other institutions in the study and treatment of the disease. During the past two years the foundation has carried on an extensive educational campaign as to the proper care and treatment of poliomyelitis patients.

At this writing, incidence of poliomyelitis in the country as a whole is highest for any year since 1937. In the early summer the disease was prevalent in the South, but as the summer progressed southern incidence declined and the disease increased in the North, first

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in the Middle Atlantic and later in the North Central States. By the beginning of September the disease was so prevalent in two Pennsylvania counties that induction into the army from these areas was temporarily stopped. Several schools and colleges in the stricken areas postponed their openings. Cumulative reports from the U. S. Public Health Service showed an occurrence of 4,025 cases for the first eight months of 1941 as compared with 4,695 cases for the corresponding period in 1937.

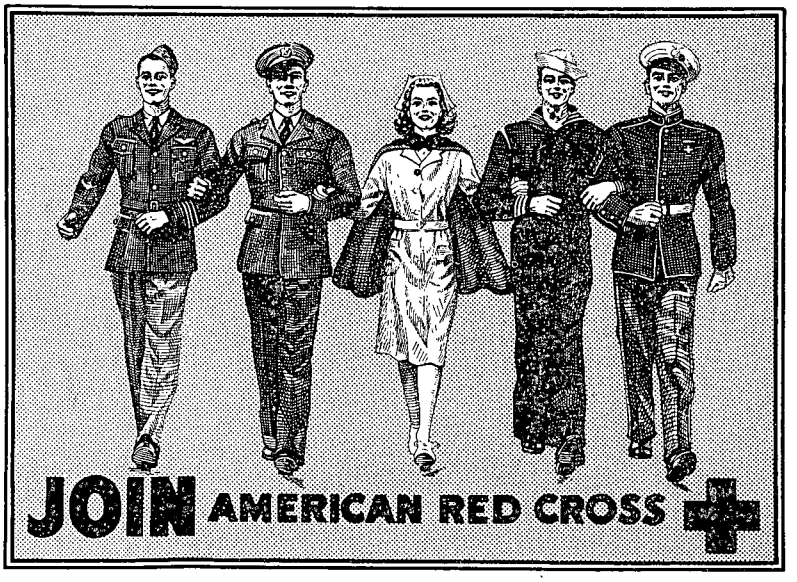
Insurance—A new prepayment medical care plan in Minnesota, Group Health Mutual, began operation in July under the state insurance laws. The plan provides insurance for an employed person for the full cost of medical care as well as partial coverage for his dependents. Care will be provided through established clinics throughout the state, but will include home as well as office and hospital medical service. Premiums are $2 for the employed person—through a group policy—plus 50 cents per month for the first dependent and 10 cents for each additional dependent. Dependents are also charged additional premiums for certain specified services. In order to build up financial reserves for the plan, every family joining is required to invest $10 in certificates of the corporation's guaranty fund.

Mental Hygiene—Because "shaken morale is communicable," the use of mental screening in the Selective Service System is extremely important, says the thirty-first annual report of the National Committee for Mental Hygiene, 1790 Broadway, New York. The report calls for more adequate examinations to provide for rigid exclusion from the armed forces of the mentally and nervously unfit. It also stresses the need within the camps for services staffed by workers trained to recognize signs of maladjustment as well as the need for a program to meet the danger to general morale presented by the problems of those sent back to civilian life as "unfit for military service." Warning of a coming increased load of mental illness, particularly following demobilization, the report points gloomily to the present unsatisfactory conditions in state mental institutions which in some places "suggest a reversion to the conditions of the old insane asylum era." [See "Our Ailing Mental Hospitals" by Edith M. Stern, *Survey Graphic,* August, 1941.] . . . Latest state department of health to develop a mental hygiene division is in Alabama where mental hygiene is now included as a unit of the health department's bureau of hygiene and nursing. The new division grew out of a program inaugurated by the Mental Hygiene Division of the U. S. Public Health Service as a part of its state-aid plan for the development of mental health services throughout the country. . . . Toledo's first mental hygiene center offering communitywide service opened September 15, 1941, under the auspices of the Toledo Mental Hygiene Council. Sponsorship by the Toledo Junior League made the new center possible, but smaller contributions are being made by five private social agencies, the bureau for aid to dependent children, the city welfare department, and the Toledo public schools. The school board is providing quarters for the agency, since its emphasis is to be placed upon child guidance service for school children. Dr. Elizabeth I. Adamson, who has been serving as consultant psychiatrist for a group of Toledo social agencies, is director of the clinic.

Federal Aid—A recent appropriation by Congress has made available $11,000,000 to assist states and localities in public health work for the fiscal year ending June 30, 1942. Under regulations complying with the Social Security Act, 27.5 percent of the money will be allotted to states according to their population, 27.5 percent on the basis of financial need determinable by the ability of the state to raise revenue. The remaining 45 percent will be distributed on the basis of the ratio of deaths from cancer, pneumonia and infectious diseases—other than influenza and syphilis—to the total U. S. mortality from these causes; the prevalence of malaria, hookworm, trachoma, typhus fever and special industrial or geographical hazards; special conditions such as population density which create unequal burdens in administration; the need for regional training centers; the health needs caused by national defense activities. Funds allotted on the basis of population or special problems must be matched dollar for dollar by the states, but not more than 50 percent of a state's contribution is allowed to come from appropriations for services set up prior to 1935.

Sleeping Sickness—An unusual incidence of encephalitis occurring during the summer in the North Central States and in the Canadian province of Manitoba resulted in an authorization by the U. S. Senate for the use of some of $3,000,000 for investigation into the causes of the disease. The epidemic was at its peak during the week of August 15, when 340 new cases were reported in North Dakota, 121 in Minnesota, 44 in South Dakota, 22 in Colorado. In subsequent weeks the occurrence of new cases steadily declined. In North Dakota, hardest hit of all the states by the strange malady, the fatality rate was about 10 percent.

Just in Case—"Preparations to minimize the consequences of attack from the air . . . must be made, if they are to be effective, in time of peace," says the foreword to "Emergency Medical Service for Defense," Bulletin No. 1 recently issued by the medical division of the Office of Civilian Defense, Washington. The bulletin outlines plans for the expansion and organization of hospital and nursing facilities in seaboard



Tremendously expanded services add urgency to the annual roll call of the American Red Cross, scheduled to take place November 11-30. Services to the armed forces, nursing, first aid, foreign war relief are only a few of the activities which have grown by leaps and bounds during the past year. And in the meantime the usual peacetime activities, such as aid to veterans, water safety, disaster relief, continue.

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cities and industrial defense areas of the interior. The community organization prescribed would involve the appointment of a local chief of emergency medical service who would be responsible for coordinating all local emergency medical facilities; the establishment of a local emergency advisory council on civilian defense to include representatives from the health department, the hospitals, the local Red Cross chapter, and other municipal and voluntary agencies; the setting up of emergency medical field units to include squads of physicians, nurses and nursing aides on call during twelve-hour shifts. Plans for the expansion of nursing services include provision of training for 100,000 voluntary nurses' aides in collaboration with the American Red Cross and for the training of registered nurses in collaboration with the Federal Security Agency.

That medical field units can be useful even in peacetime—not immune to unexpected disaster, such as explosion, fire, and the like—has been demonstrated in New York City where all of the five boroughs now are covered by hospital catastrophe units organized by the city Department of Hospitals, but centered in voluntary as well as municipal hospitals. Each of the twelve units is composed of a corps of specially trained physicians and nurses who can be assembled within a few minutes and dispatched to the scene of a disaster with first aid medical and surgical equipment. The first four of these units were organized a year ago and have demonstrated their efficiency in a number of emergencies.

Against Crime

WITH the slogan, "Crime Control for National Security and Defense," the American Prison Association's seventy-first American Prison Congress met in San Francisco, August 18-22. In line with the slogan, discussion was divided into five themes: institutional administration; team work in correction; probation and parole; classification, statistics and research; training, employment, and national defense. The last received the greatest emphasis and attracted most attention, particularly in relation to the use of prison labor in the defense program. Speakers and listeners alike expressed resentment of the barriers that keep prisons from using their idle manpower to step up production for the defense program. It was pointed out that the use and training of inmate labor for defense production would serve the threefold purpose of helping to rehabilitate the individual prisoner, improving prison morale, and aiding national defense. At present, however, most states have laws against prison manufacture of articles for other than state use so that about the only prisons now contributing materially to defense production are the federal institutions.

Upshot of the general conviction that prisoners can and should participate in the defense program was a vote to establish a commission on prisons and national defense. Purpose of the commission is to promote and direct a plan outlined in a paper presented at the congress by Sam A. Lewisohn, member of the board of directors of Federal Prison Industries, Inc. The plan entails the organization of a defense division in every prison, membership in the division to be earned by every prisoner who will take training to qualify for a specific place in the national defense program. Through these divisions prisoners who are likely to be released in time to aid the national program, would be trained for the type of defense work for which they are most suited.

A more generalized note emanating from the congress's slogan was that of crime prevention. The key was struck by the association's president, James A. Johnston, warden of the U. S. Penitentiary at Alcatraz, who stressed the necessity of beginning prevention in the early childhood of the potential criminal. He placed the burden of responsibility on the home, the schools, churches, and community social agencies. The president-elect, G. Howland Shaw, Assistant Secretary of State, emphasized the importance of educating the public to the factors that go into the making of a criminal and of reforming the conditions out of which the factors grow. The concern for prevention carried through the conference and resulted in a resolution that the association establish a continuing committee for the study and appraisal of community crime prevention programs and for the preparation of a manual of standards and procedures to aid such programs in their work.

Registration at the congress reached 968 with representatives from forty-four states, the District of Columbia, Canada, England, Argentina. This San Francisco meeting was destined to be the last American Prison Congress, for when the delegates come together next year at Asheville, N. C. it will be under a new name, the Annual Congress of Correction, a title adopted as more nearly descriptive of the total concern of all the affiliated groups. The change in no way affects the name of the sponsoring organization, which remains the American Prison Association.

Progress—Just past its first birthday the bureau of juvenile delinquency of New York City's Domestic Relations Court recently took a long enough breath to compare before and after statistics on some of the most common juvenile offenses. One of these in New York is "junking," the practice of stealing articles from empty buildings and selling them to junkmen. During the past year the bureau has conducted an extensive educational campaign against this practice, in the schools, on the radio, and directly with junkmen. Figures show a reduction of 57 percent in "junking" cases brought to court since the inauguration of the campaign.

Hitch-riding, an even more common practice by children, is also under the bureau's attack. Through its instigation, the bus companies have adopted mechanical changes in design which make it almost impossible for children to hang onto the backs of buses. These new buses are already appearing on the streets of the city. Since buses are rapidly replacing street cars as a means of transportation, the bureau looks forward to the time when all public conveyances, at least, will be "hitch-proof."

Among the bureau's plans for the future is an anti-shop-lifting campaign to be conducted during the pre-Christmas season. A similar campaign conducted last year with the cooperation of the large department stores resulted in a considerable reduction of offenses of this type among children. One of the methods employed was the questioning by store officials of every child found unaccompanied in the store during school hours.

Backgrounds—Broken homes and lack of training were found to be common factors in the lives of most parolees in a recent study of the social background of 2,158 indeterminate sentence prisoners released in 1940 to the New York State Board of Parole. Homes were broken by death, divorce or separation before the twelfth birthday of 38 percent of those studied. Two thirds had no more than a grade school education, one sixth never reached even the sixth grade. The need to earn money and poor adjustment to school work were the chief reasons behind the lack of schooling. The survey also indicated the absence of a normal family life in the parolees' present situations. Only 20 percent were married and living with their wives; 58 precent had never married; 20 percent were separated, widowed or divorced; 2 percent were living in common law relationships.

The Sex Offender—Intellectual status and addiction to alcohol are the sex offender's most outstanding deviations from the normal, according to the findings of a study of 326 sex offenders who have visited the Behavior Clinic of the Allegheny County (Pa.) Court of Quarter Sessions. The study showed that though this type of criminal follows normal patterns in vocational adjustment, financial standing, and health, his intelligence is on

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an average definitely below that of the general population. Seventeen percent of the group studied were mentally deficient or in the borderline class. However, the percentage with superior intelligence corresponded exactly with the percentage with superior intelligence in the general population. Alcoholism was a factor in 44 percent of the group.

Self-Help—As a means of helping prisoners secure the jobs on which their parole depends the *Joliet Stateville Time*, inmate publication of the Illinois State Penitentiary, offers suggestions for setting up a prison financed employment agency. Under the plan a full time employment officer would be paid a small salary from the prison amusement fund which would be supplemented by a travel allowance and by a commission for each approved job found. Prisoners placed in employment would be charged a percentage of one month's wages, the money being returned to the fund. The employment officer would be aided by inmate clerks who would tend to the correspondence, look for job opportunities offered in newspapers and trade journals, keep records to indicate the occupations with the best employment possibilities. At the present time about 500 prisoners eligible for parole must remain in the Illinois penitentiary because they lack jobs. Prompted by a similar situation a suggestion for a prisoner financed employment service at the Federal Prison Camp, Kooskia, Idaho, recently received hearty approval in a poll of inmates' opinion.

Professional

CHURCH social workers looking for new jobs and churches in need of new social workers can now get together with the minimum of trouble by way of the Placement Bureau for Church Social Workers recently set up by the Association of Church Social Workers. The bureau came into being as the result of a two-year study undertaken by the association's Chicago chapter, to determine whether or not such a service was needed. It will operate on a national and interdenominational basis from headquarters at the association's office, 1441 Cleveland Avenue, Chicago.

Housing Discussions—"Sweetness and Light or Goats and Garbage" is the title chosen for the discussion on rural housing at the New York State Conference on Social Work at Buffalo, October 21-24. The topic will involve two questions: What does bad housing do to people who live in the country? What is being done about it? The conference's housing section will also hold several meetings on the pertinent subject of housing in defense areas.

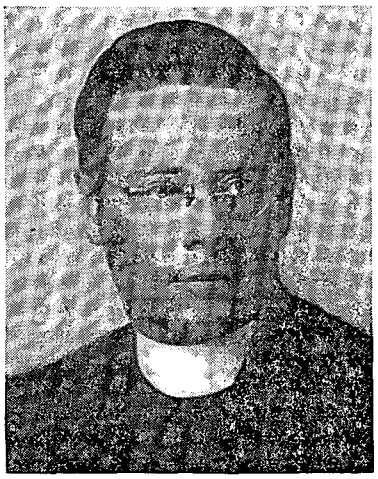
Participation—"Opportunities for persons engaged in similar activities to meet together . . . have long been recognized as fruitful occasions . . ." says the foreword to the report of last spring's statewide conference for old age assistance workers sponsored by the New Jersey State Department of Institutions and Agencies. The contents of the report indicate that these unique New Jersey conferences are truly affairs of rank and file participation. At the one under discussion the afternoon sessions were divided into round tables with supervisors, social investigators, junior social investigators taking part as leaders and discussants. Subjects considered were close to the day-to-day job of the worker, among them: responsible relatives, county resources, interviewing, recording, leisure time activities, supervision of grants in problem cases. The department also sponsors annual statewide conferences for executives and county board members.

Grown—This month *The Family*, Journal of Social Case Work published by the Family Welfare Association of America, appeared for the first time in its new size, enlarged to forty pages. Cause of the increase is a new department of current problems as well as additional pages given over to the magazine's well known how-to-do-it articles. For the coming year *The Family* plans to emphasize work with unmarried mothers, delinquents, the blind, the aged. The subscription price has been raised from $1.50 to $2 a year.

Proposals—Next month at its annual meeting the members of the Illinois Conference on Social Welfare will be confronted with recommendations for drastic constitutional changes to be submitted by its committee on the revision of the constitution, Kenneth W. Miller, chairman. Among them are recommendations to change the organization's name to the Illinois Welfare Association and to move headquarters to Springfield, the state capital—a combination that suggests an increased emphasis on social action.

Yes, BoyscluB—For reasons best known to its publicity department the Boys Clubs of America has invented a new typographical eyecatcher which dots its printed matter. Just for this once we'll try it on a BoyscluB news items.

Through a grant from the Charles Hayden Foundation, the Madison Square Boys' Club, New York, is conducting a year's training course in BoyscluB work under the direction of Albert B. Hines and R. K. Atkinson, well known leaders in the BoyscluB field. The number of these BoyscluB interns is limited to five. Each has been provided with maintenance at the Madison Square Boys' Club and with free courses at Columbia and New York Universities. The course, running from October 1, 1941 to September 30, 1942, is designed to equip men for BoyscluB leadership.



THE REV. JOHN J. LENNON

When the Rev. Bryan J. McEntegart left the division of children of the Catholic Charities of the Archdiocese of New York, the Rev. John J. Lennon, moved up to the directorship. Father Lennon, who has been with the division since 1936, is well known in New York social work. He is a member of the executive committee of the dependent children's section of the Welfare Council of New York, board member of the Lavelle School for the Blind, member of the advisory board of the New York Foundling Hospital and of the Prison Association of New York. Father McEntegart is now national secretary of the Catholic Near East Welfare Association.

Light and Leading—The New School for Social Research, 66 West 12 Street, New York, is offering this fall a fifteen-week course, "The Individual and the Group," further described as "An Introduction to Social Living in the United States." Leading the course, which got under way on October 3, are Charles E. Hendry, now of the Boy Scouts of America, and Arthur L. Swift of Union Theological Seminary, both well known in the field of social group work. For details address the New School.

The Social Service Employes Union of New York announces a program of lectures, discussions, and forums on "topics of interest to professional workers and appropriate to the activities of the union." A series of six lectures on "So-

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BETTY E. MAY

Last August Betty Eckhardt May took up the duties of director of the National Citizens Committee of the White House Conference on Children in a Democracy. Her background in community organization, youth leadership, and adult education should be of inestimable value in stimulating follow-up activities on the conference recommendations. Much of this experience was gained in ten years as executive secretary of the Oglebay Institute, Wheeling, W. Va., and in fifteen years of agricultural extension work with the University of West Virginia. In her new position Mrs. May will build on the foundations laid by H. Ida Curry, acting director for the National Citizens Committee since its formation over a year ago.

cial Work in a Changing World" will "cover basic points in a philosophy of social work—a philosophy which has significance in understanding both the individual and the society in which he lives." For detailed information address Herbert Aptekar, at the union's office, 39 East 30 Street, New York.

No Check-Up—Because of the "improvement in skills of supervision in county welfare departments" the Illinois Department of Welfare's division of public assistance recently abolished its review unit under which it had conducted a centralized reviewing process. The plan is to have state contact with the counties no longer on a case-by-case check-up basis but on the basis of a program of constructive state supervision. Under the new system the counties have more direct responsibility. They now can authorize assistance payments whereas formerly their action was merely a recommendation to the state. The new system also places on the county superintendent the responsibility for interpreting state policies to the staff and for interpreting difficulties in policy application to the state.

In Print—A third group of twenty cases in a continuing series, "Case Reports in Public Administration," has just been issued by the Public Administration Service, 1313 East 60th Street, Chicago. So far the service has published a total of sixty cases in this series. Based on actual incidents they deal with the daily problems of personnel organization and management that confront a public administrator. They are suggested for use by "administrators, teachers, researchers, and students." Price 10 cents each, or $5.60 for the sixty including two binders. . . . Another publication of the Public Administration Service, "Merit System Installation," prepared by the staff, presents a generalized, non-technical discussion of the problems faced in the establishment of a personnel agency and suggested procedures for meeting them. A variety of helpful forms are included in an appendix. Price $1.50.

People and Things

CALLING her "America's No. 1 Volunteer" Fiorello H. La Guardia last month named Mrs. Eleanor Roosevelt as an assistant director of civilian defense in the Office of Civilian Defense. Though Mr. La Guardia cited Mrs. Roosevelt's long interest in volunteer participation in civilian defense, at the time of the announcement he did not specify the nature of her duties under the appointment. Another OCD appointment made last month was that of Corrington Gill as deputy in charge of operations. Mr. Gill, resigned as assistant commissioner of the Work Projects Administration, will coordinate the civilian defense activities of all federal agencies, take charge of the OCD field staff, and maintain liaison between state civilian defense organizations.

New Jobs—Newcomer to New York's Federation of Protestant Welfare Agencies is Lavinia Keys Ebling, who succeeds Leona Stuart Areson on the staff. Mrs. Ebling is a seasoned social worker who for six years was with the Connie Maxwell Orphanage in Greenwood, S. C., and later was identified with the Alabama Relief Administration and the Alabama State Department of Public Welfare. Recently she has been in Washington with the bureau of public assistance, Social Security Board. . . . Mrs. David B. Dunlop, formerly secretary of the Woman's City Club of New York, is the new executive director of the Citizen's Housing Council of New York. She replaces Florence Stewart, who has moved to Washington. . . . James P. B. Duffy, former member of Congress from Rochester, N. Y., has been named Washington representative of the United Service Organizations. He will act as liaison between the USO and government offices.

Harlan M. Frost has resigned as executive secretary of the Toledo Council of Churches to become director of the Christian Commission for Camp Communities. He succeeds Dr. Dwight Bradley, executive secretary of the Congregational Commission for Social Action, who filled the position temporarily. . . . Rudolph Wittenberg, erstwhile educational director of the Hawthorne-Cedar Knolls School, Hawthorne, N. Y., recently joined the staff of the Jewish Child Guidance Bureau, Newark, N. J., where he will serve as psychiatric social worker. . . . Esther Beckwith, who for the past three years has been supervisor of the service to foreign born of the Brooklyn section of the National Council of Jewish Women, last month was appointed director of the council's national department of service to foreign born.

Children's Workers—Along with the announcement of the imminent merger of the Family Welfare Association of Baltimore and the Henry Watson Children's Aid Society comes word of the resignation of Paul T. Beisser as the Henry Watson Children's Aid Society's general secretary. Mr. Beisser, whose place in Baltimore will be filled temporarily by Helen Mason of the Henry Watson staff, has gone to St. Louis to become general secretary of the St. Louis Children's Aid Society. He takes a position left vacant by Herschel Alt who has become director of the Hawthorne-Cedar Knolls School, Hawthorne, N. Y. Mr. Beisser's former assistant at the Baltimore society, Margaret Barbee, has become executive director of the New York Child's Foster Home Service, New York City.

Fund Raising—A new agency, the United Fund, recently organized in Pittsburgh has as its purpose the conduct of one combined appeal in Allegheny County for wartime and "all-time" social services. The organization will use the established machinery of the Community Fund for its campaign and administrative purposes, with the eighty-two Community Fund member agencies sharing in the amounts raised. Other organizations to receive its support will be defense service or war relief agencies which it has investigated and approved. First organization to make application for approval and inclusion was the USO which had already raised $230,000 of its quota of $300,000 for the county. . . . From now on the community fund rais-

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ing organization in Kansas City is to be known as the Kansas City Community Fund, instead of by its old name of the Kansas City Charities Fund. United money raising efforts in Kansas City originated in 1918 when the deficit budgets of some twenty-three social welfare and health agencies were "tacked on" to a special drive for war relief funds.

Retired—Word has come from England of the imminent retirement of Beatrice Webb from the presidency of the Fabian Society. Says the British publication, the *Cooperative News:* "At eighty-three years of age this grand woman ruefully confesses that 'old age and the difficulty of meeting my friends in London during the war' make it necessary for her to give up office. . . . It was the Webbs who supplied the shot and shell in the opening stages of the battle between reformers and reactionaries."

With the SMA—Texas lost the services of one of its outstanding social workers when Gaynell Hawkins, long associated with Elmer Scott in the direction of the Dallas Civic Federation, undertook what she called the "Great Adjustment" by joining the staff of the Surplus Marketing Administration as welfare consultant. With headquarters in Raleigh, N. C., she has responsibilities stretching over Virginia, Georgia, Florida, and both the Carolinas. . . . The SMA, which seems to have an eye for the good ones, also has on its staff of welfare consultants, Margaret Woll, formerly commissioner of the Kentucky State Department of Welfare, and Zuleika B. Hicks, formerly of the Texas Department of Public Welfare.

Red Cross News—Current events have so increased the work of the National American Red Cross as to necessitate a reorganization of its personnel service. J. Blaine Gwin and Joseph Leverens have been relieved of duties in connection with civilian relief and J. S. Logan Sayer of duties as chief clerk so that they may give full time to personnel work at headquarters. At the same time directors of personnel have been named for the three areas: eastern, Roberta Morgan; midwestern, H. E. Downey; Pacific, Alida Bigelow. The ARC programs of civilian relief and home service have been consolidated into one department. . . . Last month the Red Cross sent a delegation to Russia to study and report on the most urgent relief needs of the Soviet Union. Heading the delegation was Allen Wardwell, member of a prominent New York City law firm. . . . Other Red Cross representatives recently sent to foreign lands are: Bernard S. Carter, former resident of Paris, France, who left this country last month by clipper for England where he will be ARC delegate to Great Britain; Carroll L. Bryant, formerly ARC assistant national director of first aid, water safety, and accident prevention, who has become executive officer of the American Red Cross Committee in London; Albert Evans, formerly assistant national director of the disaster relief service, who has gone to the Far East to act as assistant director of the Red Cross China relief operations; Maurice Barber and James Foley, both of Washington, who have gone to Cairo, Egypt, to aid in the direction of Red Cross relief for the Middle East.

For the Duration—Inroads of the defense program on the personnel of social agencies are not limited to their staffs. The Community Service Society of New York reports practically a raid on its board. Barklie Henry, its president, and Samuel Milbank are both on active "blue water" duty with the navy, the former on a sub-chaser; Henry S. Morgan is with the army and navy priorities board; and Edward R. Stettinius, Jr. is now directing the lend-lease program. All have resigned from CSS committees but count themselves only "on leave" from board duties. The only resignation from the CSS board is that of Robert A. Lovett, now Assistant Secretary of War.

Public Service—New member of New York's Parole Commission, filling the vacancy left by the late Lou Gehrig, is Lieutenant Samuel J. Battle of the New York City police department. Lieutenant Battle, who has been stationed in Harlem since he first joined the police force as a patrolman in 1911, will specialize in problems of Negro youths. . . . Conrad Van Hyning has been appointed director of the Board of Public Welfare of Washington, D. C., a post he has been filling in an acting capacity ever since Robert E. Bondy resigned last spring to return to the American Red Cross. Morris Zelditch is the newly appointed director of the board's public assistance division. Mr. Van Hyning was Florida's first commissioner of public welfare following the organization of the present department in 1936. Later he was in child welfare work in Pennsylvania. . . . Leo Lyons, who until recently was secretary of the Illinois Emergency Relief Commission as well as director of the Chicago Relief Administration, has handed over one of his jobs to Russell Peters, who will pilot the reorganized and newly-named Illinois Public Aid Commission. . . . Rolf Nugent, director of consumer credit for the Russell Sage Foundation, was recently named as alternate to Leon Henderson on the committee to coordinate work of the Federal Reserve System with other government agencies in connection with the regulation of consumer credit.

From Washington comes word of changes in the division of social protection of the Office of the Director of Defense, Health and Welfare Services. Bascom Johnson, director, and Roy Dickerson, his assistant, both have resigned, the former to return to the American Social Hygiene Association, the latter to become the executive director of the Cincinnati Social Hygiene Society. Succeeding Mr. Johnson in Washington is Eliot Ness, director of public safety of Cleveland who has been loaned for the duration.

Our Error—"I am not the head of any division. I am a staff member," writes William Pickens from Washington in regard to the announcement in these columns in August of his appointment to the Treasury Department. Mr. Pickens had been reported as in charge of the Negro division for the sale of defense bonds. Says he: "There is no 'Negro Division' in the Treasury Department, under the present administration. So far as I know the Treasury never has had such a division. And I sincerely hope that it never will."

Deaths

PROF. ROBERT B. MOWAT, British historian, killed last month in the crash of a bomber plane being ferried to England. Professor Mowat, associated with the British Library of Information, had been lecturing in this country under the sponsorship of the Carnegie Foundation. In 1925-26 he taught at the University of Wisconsin. He was a son-in-law of the late Charles Locke, for many years the head of the London Charity Organization Society.

JESSE HOMER NEWLON, professor of education at Teachers College, Columbia University, and a leader in experimental progressive education, on September 1 at New Hope, Pa. Dr. Newlon was formerly president of the National Education Association, superintendent of the Denver Public Schools, and director of the Lincoln School of Teachers College.

SUSAN GOLDMARK, of San Diego, Calif. died in mid-September in New York after many years of invalidism. Miss Goldmark belonged to a family long distinguished in American life. She was the sister of Pauline and Josephine Goldmark and Mrs. Felix Adler of New York and of Mrs. Louis D. Brandeis of Washington, D. C.

MARY A. FOLEY, for the past five years a member of the subscription department of Survey Associates, on September 2. Miss Foley will long be missed at *The Survey* offices. She had real ability as a worker and a rare capacity for friendship.

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Book Reviews

One Fifth of a Nation

DELINQUENCY CONTROL, by Lowell Juilliard Carr. Harper. 447 pp. Price $3.50, postpaid by Survey Associates, Inc.

WHILE this book is concerned with that one fifth of the nation's children which the author estimates are either already delinquent, possess identifiable problems of behavior, or are in danger of becoming delinquent because of "deviation pressures," the control of deviant behavior in the total population is considered. The author frankly essays the problem of delinquent behavior as a symptom of social organization. He also looks upon delinquency as a form of problem behavior, a manifestation of personality illness, and not as characteristic of a separate group in society designated as "the delinquent." To him the ultimate outcome of early environmental deprivations or unwholesome parent-child relationships may be criminality, insanity, social incompetence of one form or another, or just sheer unhappiness.

The problem of control is attacked by means of four basic approaches: scientific research, specific techniques, social action, and social organization. The author rightly generalizes and indicates that these procedures are basic not only to the control of delinquency but to any other problem related to the physical, mental, or social health of a people such as tuberculosis, feeblemindedness, or poverty. In the field of delinquency these procedures express themselves in the following forms: ascertainment of causal factors and their relative weights; techniques in case finding (who is the child with delinquent or related tendencies) and in treatment; increasing community awareness of existence of problem and need to take action to remedy or alleviate situation; coordination of private and public social, educational, and community organization agencies in a combined effort to cope with the problem in the light of known techniques.

A wealth of source material is drawn upon either to buttress theoretical points of view or to illustrate practical procedures. Unique rating forms as measuring devices for the determination of "the shape of things" with regard to delinquency control in any given community are introduced and analyzed. And, in conclusion, the Michigan Child Guidance Institute is described as an illustration of Dr. Carr's conception of the combined "fourfold approach" to the control of delinquency.

The book is replete with common sense. A sharp public relations sense with regard to the delinquency problem is exhibited although the author's strong emphasis on propaganda is of doubtful wisdom in view of the difficulty of designating who shall determine the "means to end" aspect in propaganda activity in general. The author demonstrates a wide acquaintance with the entire social work movement and with good effect brings this knowledge to bear on the problem of delinquency and crime. Important sociological and statistical facts are brought together from many fields of knowledge and skilfully applied to the problem under discussion. One curious finding on the relation of the economic depression to delinquency—decline in delinquency during the depression—needs more acceptable explanation than is given. Others, however, have reported a similar finding.

The book is in a form readily adaptable for textbook purposes. To the college student it can serve as an excellent treatise on social technology with the problem of delinquency control as illustrative of method. To the social worker, psychiatrist, and educator interested in the problem of delinquency treatment, prevention, and control from an eclectic point of view, it is valuable as source material, and as an over-all consideration of the delinquency problem in the light of the best and most recent knowledge we have on the subject.

JOHN SLAWSON
Jewish Board of Guardians, New York

Glorified Counselors

A GUIDE TO GUIDANCE, by Charles M. Smith and Mary M. Roos. Prentice-Hall. 440 pp. Price $3, postpaid by Survey Associates, Inc.

THIS volume gives a very fair and comprehensive picture of guidance in the City of New York Public School System. It will be found illuminating and helpful to counselors and educators in all towns where an effort is being made to help young persons prepare themselves to participate in the work of the world.

The authors emphasize the fact that the major goal of education is to develop a type of training for the child that is wholly suited to his capacities and which will serve too as a challenge to his potentialities so that he may be encouraged to take advantage of the occupational opportunities that his community has to offer. They point out that it is the task of those engaged in education and guidance to send into life-situations persons knowing their strengths and their weaknesses. To this end, the psychological and physiological limits of each child must be determined. Though they admit that it is important for the teacher, the counselor and the student to be acquainted with different types of work and the requirements demanded in each, the authors believe that general broad training is preferable to giving the student specific, unique and highly individual skills. Therefore, they stress the fact that training in dexterity, in the ability to adapt readily to different kinds of machines, to learn to eliminate waste of materials, to conserve energy and time are fundamental and may well be taught during the school period.

This book offers guidance to guiders as does no other book upon the market and will doubtless prove valuable as a reference book in guidance courses. It has this distinction too, it glorifies the role of the counselor. EMILY BURR
Vocational Adjustment Bureau

Stimulus to Imagination

THE PRACTICE OF GROUP WORK, edited by Dorothea Sullivan. Association Press. 230 pp. Price $2, postpaid by Survey Associates, Inc.

THESE are good stories for the most part, which make their point without dragging in a moral. Group workers from many types of agencies, from all sections of the United States and Canada, have written these records of groups with which they have had experience. There is, therefore, variety and a sense of firsthand contact as well as a core of meaning which gives unity to the book.

Collecting and editing the records was a project of the American Association for the Study of Group Work, carried out by an editorial committee under the chairmanship of Dorothea Sullivan of the national staff of the Girl Scouts. It probably was wise on the whole to edit the material lightly, even though this results in an uneven quality of writing. There might be some criticism of the order in which the records are presented, the first one being likely to give the reader the impression of so unique a group work experience that it could not be considered in any sense representative. Occasionally there is a note of artificiality in the "light touch" and some dragging in of ideas and incidents in the introduction. On the whole, however, the editors have done an excellent job of weaving into a unity a kaleidoscopic variety of stories.

The core of meaning is stated in the preface and in the final chapter: "In this book we are trying to show the various settings in which group work is carried on and the kinds of activities that leaders have found to be useful and engrossing to their groups." What these group workers mean by "useful" has been summarized at the end in a statement of proposed criteria. Here an excellent job has been done in suggesting types of group achievement, experiences in the group process, and marks of in-

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dividual development that may furnish forms against which to consider the activities and the relationships of a social group.

To this reviewer the greatest value of the book lies in the sense that it gives of the infinite variety of possibilities inherent in group experience. Here are a few girls selected by a social agency as needing a "protected" experience; here are lonely old folks whose great need is not knitting-wool but parties; here are handicapped young people, boys and girls, learning confidence and mutual respect in a group; here are school girls for the first time meeting a strike; here are men and women in a community bringing life into local politics; here is theater done for the love of it; here is a housing project with a play problem; here are club activities from shopping to reading Emerson—with a meaning for the people who took part. For students who want records full enough to enable them to analyze the processes in group work, these stories will not serve; and students who are suspicious of a somewhat racy style certainly will be doubtful of a book with chapter headings such as this one has.

The book loses none of its real value, however, through its frankly non-technical story form, and the fact that it makes good reading is after all an asset (as a sample of good reading, try the chapter "Theater Street"). Its value lies in the picture it gives of potentialities in persons, in groups, in city streets, in beautiful and exciting activities. The service it performs is that of a stimulus to the imagination—an important service to group work or to any other art.

LUCY P. CARNER
Division on Education and Recreation
Council of Social Agencies, Chicago, Ill.

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Short of Utopia

NEW SOCIAL HORIZONS, by Seba Eldridge. Appleton, Century. 444 pp. Price $3.50, postpaid by Survey Associates, Inc.

FROM a background of social work, practical politics, social science, and philosophy, Dr. Eldridge has set forth his conception of the good life lived in and by means of a planned society. His "design for a personality-centered culture" is a synthesis of elements drawn from many sources. It differs from most Utopias in being based on current developments. While obviously influenced by socialist doctrines and practices, Dr. Eldridge parts company with the Marxians. Instead of anticipating a social revolution precipitated by the workers, he counts on the gradual socialization of industry, education, and other institutions through the pressure of consumers. Assuming that the development of a powerful state is very probable, he discusses at length ways of making it as democratic as possible.

This book represents real vision. Its great shortcoming is that it is unlikely to be read by those who might profit most therefrom. The style is a bit heavy for college students and laymen alike. There is a lack of sparkle and thrust which might challenge potential readers. Nevertheless, it is to be hoped that many Americans will derive from this volume a new outlook on the future and a determination to share in its shaping.

STUART A. QUEEN
Washington University, St. Louis

More Than Techniques

THE PUBLIC HEALTH NURSE AND HER PATIENT, by Ruth Gilbert. Commonwealth Fund. 396 pp. Price $2.25, postpaid by Survey Associates, Inc.

THE author's point of view in discussing mental hygiene in public health nursing is aptly expressed in the last paragraph of the introduction to her book. Where she says: "Public health nurses are not attempting through the contribution of mental hygiene to achieve a new philosophy of public health nursing but more depth, accuracy, and vitality along the lines of work already established in the community." The book makes clear "that mental hygiene concerns itself fundamentally with attitudes, relationships, and the resulting behavior of people," and that there is a "growing body of information and method which suggests a deliberate, observant, objective way of working, a habit of stopping to question and to think through what the behavior of the patient may mean in relation to the situation and how the nurse herself relates to that situation."

Both information and method are presented through a wealth of actual case situations which will be recognized by any public health nurse as those she deals with in her own district. What nurse has not prayed for guidance in helping a patient who is delaying his own recovery because of unwarranted fears or fears based on worries due to tangible and vital causes; or an expectant mother who does not want a child; or an overanxious mother who is creating the feeding problems she would avert. It is soon recognized by the average public health nurse that the best of technical care or instruction often fails to accomplish the desired result unless they are applied with something more than the skills called techniques.

The value of Miss Gilbert's approach is that both information and method become concrete. Related as they are to actual situations which any nurse will recognize as her own, they serve to stimulate criticism of her own management of similar situations and to suggest other methods which she may try in visits scheduled for tomorrow's work. The chapter on relationship with coworkers and inter-agency relationships offers excellent suggestions for staff nurse, supervisor, and administrator.

It is a tribute to Miss Gilbert that her excellent bibliography has been used as a guide by many nurses of my acquaintance who have been stimulated to further study by reading her book. It should be read by all public health nurses and could well be used as a basis for case discussions in in-service educational programs.

MARION W. SHEAHAN, R.N.
Director, Division of Public Health Nursing, New York State Department of Health

Faith in Life and People

HUMANITY ON TRIAL—A CASE FOR THE DEFENSE, by Horace J. Bridges. Introduction by Hans Kohn. Liveright. 334 pp. Price $2.50, postpaid by Survey Associates, Inc.

THE last chapter in this volume is a fine tribute to Felix Adler, the distinguished and many-sided leader of the Ethical Culture movement, who died eight years ago at the age of eighty-two. The two chapters before the last are worth anybody's reading as a testament of faith in life and people. More than this, the next to the last chapter especially—but in good measure all three chapters—is a strong antidote for the pessimism that sweeps over us in an hour as dark as the present. There is no false

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note here. The courage, the vision, and the hope ring true. The reader can well understand why Professor Kohn of Smith College strongly commends the book in a brief introduction because of the importance to all of us of "thinking about the meaning of life and history."

The author is human enough, despite his very evident erudition. No more than the rest of us does he escape entirely from prejudices of his own. Some readers will be tempted to lay the volume aside when among the early pages they find a reference to psychoanalysis as "a fashionable game of guess work." On the other hand, there will be many to applaud the vigor and clarity with which the threat and menace of Hitlerism and all kindred isms are set forth. Some will doubt that the author is equally incisive on the extent to which the "better people" of the world have been responsible for the machinations of the "worst people." Dr. Bridges recognizes "the sharp-eyed readiness of almost every man to perceive and condemn the folly of other people while serenely preserving a complete and indulgent blindness to his own." On the whole his eyes are pretty well open. Superficiality does not beguile him.

The book searches for a more valid and reliable standard of human values and a more vigorous adherence. Where one differs from the author it will be at points where difference is inevitable. Dr. Bridges belongs to that select company of unquestioned integrity of mind and spirit. Not the least valuable portions of his book will be found in his criticisms of practical endeavors in the interest of democracy and the good life. What he has to say about social security, progressive education, the youth of today, and daily life, should not be ignored.

Brooklyn, N. Y. JOHN PAUL JONES

Seeds of Frustration

THUS BE THEIR DESTINY: THE PERSONALITY DEVELOPMENT OF NEGRO YOUTH IN THREE COMMUNITIES, by J. Howell Atwood, Donald W. Wyatt, Vincent J. Davis and Ira D. Walker. Prepared for The American Youth Commission, American Council on Education, Washington, D. C., (1941). 96 pp. Price 75 cents, postpaid by Survey Associates, Inc.

THIS volume presents summaries of case studies of Negro youth corroborating and supplementing four major studies published by the American Youth Commission. The lack of economic and educational opportunities for Negroes in small northern cities where they constitute a proportionately small but conspicuous and isolated minority group is shown to produce more frustration than is evident among members of a larger, segregated group in Greensboro, N. C. The frustration revealed by middle and upper class Negro inhabitants of the latter city is ascribed to their striving for higher class status.

That historically "liberal" communities enforce race prejudice that is "deepening" is the contribution this study adds to the commission's major studies. The glaring disparity between the ideals of service and the policies, some of them unwritten, of recreational and social service agencies in Milton, Pa., and Galesburg, Ill., makes evident the need for extending the services of Negro social workers into small northern cities as well as increasing the personnel in southern cities such as Greensboro.

The defense program may result in increased employment opportunities that can relieve the tension caused primarily by economic insecurity which, in turn, is heightened by color, caste, and class discriminations within and without the Negro minority group. Fuller participation in the American social order under the guidance of intelligent and sympathetic personnel appears to be the authors' prescription for the optimum personality growth of Negro youth.

Director FORRESTER B. WASHINGTON
Atlanta (Ga.) University
School of Social Work

Lessons from England

CRIMINAL YOUTH AND THE BORSTAL SYSTEM, by William Healy, M.D., and Benedict S. Alper. Commonwealth Fund. 251 pp. Price $1.50, postpaid by Survey Associates, Inc.

WHAT can be done to reduce the volume of youthful crime? That question has been asked with increasing frequency in recent years in the light of the predominance of the late teen ages and early twenties in the crime statistics. It is helpful to have some English answers set down by American observers just at the culmination of more than a generation of practical experiment abroad and just as the war began to liquidate that as well as other ventures. The authors first pose the American problem, the "tremendous upsurge of criminality during the youth period" and "our amazingly ineffective methods of dealing with youthful offenders."

Unlike Barman's "The English Borstal System," this volume is definitely oriented to American needs. The authors are convinced that the English in developing since 1895 "the highly individualized form of institutionalized training and treatment" for offenders from sixteen to twenty-one, followed by closely supervised parole known as the Borstal System, have something that the United States needs. One who reads the detailed account of the careful functional separation in the eleven Borstal institutions—walled as well as open—between the disciplinary staff and the housemasters responsible for the educational, recreational, and personal training of the inmates must agree that the English system with its emphasis on high quality personnel marks a great advance over the ordinary American reformatory. The authors present evidence to show that the system actually works better than the American system. As against 21.1 percent successes found by the Gluecks in their five-year check-up on 510 Massachusetts reformatory graduates, Borstal figures in 1938 on 883 graduates showed no convictions for 53.6 percent during five years; and in 1939 for 900 discharged in 1934, "successes" reached 58.2 percent—more than two and a half times the Massachusetts percentage.

Yet the Borstals, on the eve of their disruption by the British defense crisis, were still not using psychiatrists and hence still were not making the most of possible best practice. The authors point out, however, that American reformatories have at least six weaknesses that the Borstals had overcome: mass treatment, long hours of idleness, overcrowding and mingling of ages, rigidity of release procedures, low-standard personnel, and depersonalized inmate-staff relationships. They feel that the establishment of a Youth Correction Authority, in any state, as advocated by the Criminal Youth-Justice Committee of the American Law Institute, would make it possible to recruit "the right type" of reformatory personnel and would thus raise the level of reformatory treatment in this country in the general direction of the Borstal plan.

One must question whether it is possible to change the whole theory and practice of any state reformatory quite so simply, and whether a sort of "enabling act" like the youth-justice authority plan would necessarily work out in the American culture in specific personalized, non-political reformatory procedures such as British culture produced in the Borstal system.

Director LOWELL JUILLIARD CARR
Michigan Child Guidance Institute

A Life of Action

McGILLYCUDDY; AGENT, by Julia B. McGillycuddy. Stanford University Press. 291 pp. Price $3, postpaid by Survey Associates, Inc.

IF ever a people needed a benevolent dictator, the Sioux Indians did in 1879. They got one, a doctor with the somewhat implausible name of Valentine T. McGillycuddy, a pale but stern young man who signed all documents tersely, "McGillycuddy; Agent."

Here were 9,000 Sioux, destitute, driven, resentful, feared; 9,000 human beings who with excellent reason hated the winners of the West and all their works; 9,000 human powder kegs; and on top of them, McGillycuddy, who raised the first U. S. flag before the agency at Pine Ridge. Unafraid, understanding, with a nice sense of exactly how tough he had to be and a determination to be no tougher than that, McGillycuddy re-

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fused the aid of troops in dealing with a Sioux crisis and relied on a fifty-man tribal police force he had trained himself.

He was a surgeon under Crook after the battle of the Little Big Horn, and he knew Calamity Jane, Wild Bill, Sitting Bull, Crazy Horse, and all the rest. And his life was all action. It's a grand story, well recorded by McGillycuddy's second wife, who married him long after his exciting and perilous days at Pine Ridge. McGillycuddy is an American who should be better known.

For with the beginning of his administration began the slow rebuilding of a bewildered, pulverized nation. McGillycuddy knew it would take years to make farmers, stock-breeders, self-reliant humans, out of the Sioux, but he went about it with fairness, good sense, and sympathy.

He was not without enemies. His efficient administration of Sioux affairs earned him the hatred of the Indian Ring, which preyed on Indian lands and funds. He was investigated and investigated, by sincere eastern sentimentalists and by self-seeking, sly committees. Nothing was ever proved against him. Yet, in the end, politics drove him from his post. Three years later the government, unable to cope with the new threat sweeping the plains—the Ghost Dance—called McGillycuddy back. But his advice to withdraw the troops called for in panic by his successor went unheeded. The old friend of the Indians, still remembered and trusted by them, was unable to prevent the last bloody battle between whites and Sioux at Wounded Knee.

After this McGillycuddy entered a long and fruitful career in public health work on the Pacific Coast. He fought influenza during the first World War in California and later in Alaska, then went into private practice until the day in June, 1939, when the flag at Pine Ridge hung at halfmast for the man who first raised it: McGillycuddy; Agent.

New York ALDEN STEVENS

In Making a Will

HEIRS TO YOUR MONEY AND HOW TO PROTECT THEM, by Nathaniel Fishman. Liveright. 133 pp. Price $1.50, postpaid by Survey Associates, Inc.

A WRITER who undertakes, in the slender confines of 125 pages, to instruct a reader on the subject of "Heirs to Your Money and How to Protect Them," will necessarily leave a good deal of his subject untouched. Mr. Fishman may not have had any such broad purpose, but his publisher's jacket is at no pains to limit his objective and his title covers more territory than his text.

His book includes brief comments on numerous litigated wills, a few testamentary forms, excerpts from several wills, and an appendix of definitions. Virtually all the citations are from New York—the Empire State indeed, but scarcely the mother of all heirs. A few of the quoted excerpts are more interesting than instructive. Now and then the author is not above a bromide, and some of his definitions don't quite jell.

A customer may finish the book with the melancholy impression that wills are the happy hunting grounds of attorneys and the green pastures of litigants—a reflection that may be the beginning of wisdom. The lay reader who acquires the idea that the making and executing of wills is replete with pitfalls has laid hold of a useful notion.

Though Mr. Fishman scolds his brethren of the bar for their sins, the moral his pages suggest to this lay reader is: see a lawyer when making a will. Don't, of course, just see *any* lawyer—he should be picked with no less care than one would lavish on choosing, say, a roadster or a cravat. True, a lawyer will be no assurance against post-mortem disputes. But he may decrease the chances of litigation and, if it comes, he may increase the hope of successful defense. As this world goes, that's something.

RALPH HAYES

New York Community Trust

The Drinking Ledger

WHAT PRICE ALCOHOL? by Robert S. Carroll. Macmillan. 362 pp. Price $3, postpaid by Survey Associates, Inc.

HERE is a thought-provoking book which should command the attention of all who take issue on this controversial subject. Dr. Carroll approaches the alcohol problem as a sociologist, biochemist, and psychiatrist whose professional experience has brought him in contact with great numbers of lives ruined by drink. Earnestly, vividly, at times almost with fanatical conviction, he marshals his facts and figures on both sides of the drinking ledger and strikes a balance definitely in the red. Alcohol, in his opinion, is destructive to anyone with neurotic tendencies, in which category he places the average citizen. A good part of the book is devoted to giving the reasons for this neurotic vulnerability.

Coming as a new and intriguing thought to many will be his basic thesis that the nervous instability and inadequacy of many people is due primarily to ignorant or intemperate eating habits, either on the part of their forebears (making for a constitutionally handicapped nervous system); or because of faulty eating habits established in childhood. "I write of a toxic-tainted humanity, naming food intemperance as the arch-enemy, alcohol as its viceroy . . . ." He expounds against a high caloric diet, against allowing a child to eat sodas, candy, hot dogs, and the like, when and as it pleases, with the subsequent danger of a vitality deficiency, and of increasing dependence on constant food stimulation. And, says Dr. Carroll, "It is but a step from this food craze to the quicker satisfaction of some artificial pick-me-up," by which he means cigarettes and alcohol.

However far the reader may agree with Dr. Carroll, he will find much here that is stimulating. Especially fine is the section devoted to the importance of early emotional training in facing reality and learning self-reliance. The book deals not only with the drinker but with the man and how he came to be, with the whole organism in the total situation. The numerous case histories are illuminating and revealing of the methods Dr. Carroll evidently has applied so successfully to helping alcoholics return to effective living.

Wakefield, R. I. CHARLES H. DURFEE

Foolproof Procedures

MANUAL OF BUSINESS METHODS FOR THE DEPARTMENT OF PUBLIC WELFARE, by John C. Weigel. Printed by State of Illinois. 548 pp.

ONE of the hopeful signs for the continued improvement of governmental finance administration is the great interest displayed recently by administrators in informing their subordinate employes, other administrators, and the general public of the work they are performing. Much of this information is embodied in manuals of accounting and financial procedure dealing with particular governmental units. The latest contribution is in the public welfare field in the form of a manual of business methods by John C. Weigel of the Illinois Department of Public Welfare. Although the manual deals with the financial operations of the department of public welfare with which the author is associated and the various institutions over which it exercises control, the book can be easily used as a guide in setting up and administering business and accounting systems of departments of public welfare in other governmental units.

The procedures are written up in detail (in some places the author even indicates the color of ink to use) and are so well presented that anyone with a slight knowledge of accounting can easily follow them. The author makes good use of such devices as accounting forms, journal entries, and financial statements. The reader is further helped by the logical order in which the material is presented. There is some repetition but it is not sufficiently great to confuse or irritate.

It is regrettable that, as in most manuals of this type, there is no discussion or summary of some of the accepted accounting principles on which the procedures are based. However, it must be pointed out in favor of the manual

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that the described procedures conform to such principles. Although we agree with the quotation from Paine with which the book starts out, that "public money ought to be touched with the most scrupulous conscientiousness of honor," and we know that most employes are honest, nevertheless it may be said for the procedures described here that, to an outsider at least, they appear to be foolproof. Particularly impressive are the purchasing and storing procedures which are written up more fully here than in most manuals.

In the light of the expansion of public welfare activities with the corresponding increase in financial administration problems, it is fortunate that books of this type are appearing because they provide the means for solving many of these problems.

IRVING TENNER
Municipal Finance Officers Association
Chicago, Ill.

At the Core

VOCATIONAL GUIDANCE FOR BOYS, by Robert C. Cole. Harper. 252 pp. Price $2.50, postpaid by Survey Associates, Inc.

THIS book, interestingly written and covering all phases of the counseling and guidance field, should be on the desk of every person doing counseling work. It is particularly useful for beginners, but counselors with considerable experience will find it valuable, in that it restates clearly and concisely the concepts and programs which are the very core of the counselor's work.

The chapter on psychological and aptitude testing with its information on tests that might be used and its concrete examples of the value of certain types of tests, is of particular interest to those who have not delved deep in this particular area.

The chapters on group counseling and individual counseling are basic. Counseling, says the author, is "advice given upon request." He adds: "In these three words, *given upon request,* rests the whole structure of guidance. Advice cannot be forced upon any individual; it must be sought voluntarily. The counselor may prepare his boys so that they will want his counsel and advice, but he must never attempt to counsel anyone by compulsion."

CLAYTON W. COOK
National Youth Administration
Rochester, N. Y.

Fruits of Freedom

JEWISH SOCIAL SERVICES OF DETROIT, by S. D. Weinberg. Jewish Welfare Federation of Detroit. 211 pp. Price $2, postpaid by Survey Associates, Inc.

THIS author has done more than merely write a book. He has pictured how a community of 90,000 Jews arose out of the smallest beginnings and created multiple institutions of divers character: religious, such as synagogues; cultural, such as schools and libraries; philanthropic, such as hospitals, old-age homes, orphan asylums; social, such as employment offices, refugee service, and many others, and finally extensive money-raising campaigns for the relief of Jews in Europe.

In 1850, there were not even 100 Jews in Detroit; in 1880, there were about 1,000; and in 1940, they totalled 90,000. The Jewish community was founded on the three basic principles which have preserved Jewish life in the Diaspora. In 1851, the first Jewish society, Beth-El, was founded in Detroit, its three aims to provide a place for common worship; a Jewish cemetery; a Talmud Torah, in which to hand down the ancient traditions to Jewish children.

In the past year, more than 20,000 Jews taxed themselves and donated $735,000 to the Jewish institutions of Detroit. These institutions are democratically organized with practically no antagonism between the so-called "Yahudim," German Jews, and Eastern European Jews. A welfare fund in which all collections are concentrated put an end to the numerous campaigns which existed previously. A welfare federation unites all institutions for the purpose of coordinating activities and raising them to a high level.

Although Mr. Weinberg concerns himself only with the social institutions and their development, he actually gives us, in some ways, a history of the Jews of Detroit. The large scale on which the Jewish community has created and maintains its various social institutions, the democratic way which reigns in them, the tolerance which the leaders of the various trends and opinions show to each other and the harmonious way in which they cooperate, are all fruits which have grown and bloomed on the free and creative American soil.

New York JACOB LESTSCHINSKY

For Specialists

ENDOCRINOLOGY—THE GLANDS AND THEIR FUNCTIONS, by R. G. Hoskins, M.D. Norton. 388 pp. Price $4, postpaid by Survey Associates, Inc.

THE endocrine glands are mysterious in their action and lend themselves to absurd conjecture. If no other diagnosis suggests itself the patient may be said to suffer from "glandular dysfunction." Dr. Hoskins, former editor of the *Journal of Endocrinology,* has probably read more good and bad articles on this subject than anyone else and this book reports his conclusions. It will be easily read by physicians, but will constitute difficult reading for one not familiar with the rather specialized vocabulary of the field of study.

E. H. RYNEARSON, M.D.
Rochester, Minn.

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BOYS' CLUBS OF AMERICA, INC., 381 Fourth Avenue, N.Y.C. National service organization of 352 Boys' Clubs located in 197 cities. Furnishes program aids, literature, and educational publicity for promotion of Boys' Club Movement; field service to groups or individuals interested in leisure-time leadership for boys, specializing with the underprivileged.

BOY SCOUTS OF AMERICA, 2 Park Ave., N.Y.C. Inc. in 1910 & chartered by Congress in 1916 to develop character in boys & train them in citizenship. Programs: Cubbing, boys 9-11; Scouting, 12 and older; Senior Scouting, 15 years and older; available locally through sponsorship by schools, churches, fraternal orders, civic groups, etc. Walter W. Head, Pres., James E. West, Chief Scout Executive.

CHILD WELFARE LEAGUE OF AMERICA —130 E. 22nd Street, New York City. A league of children's agencies and institutions to secure improved standards and methods in their various fields of work. It also co-operates with other children's agencies, cities, states, churches, fraternal orders and other civic groups to work out worthwhile results in phase of child welfare in which they are interested.

THE NATIONAL SOCIETY FOR CRIPPLED CHILDREN OF THE U.S.A., INC., Elyria, Ohio. E. W. Palmer, Kingsport, Tenn., President; E. Jay Howenstine, Executive Secretary. Promotes organization of national, state, provincial and local societies for crippled children. Aids in development of their programs. Assists in drafting and securing the passage of legislation in behalf of cripples. Maintains a Bureau of Information with loan library service. Conducts yearly an Easter Crippled Children Seal Campaign. Bulletins. "The Crippled Child" magazine, bimonthly, $1 a year.

NATIONAL ASSOCIATION FOR AID TO DEPENDENT CHILDREN, 1208 State Office Building, Columbus, Ohio; Esther McClain, Chairman. Promotes standards and improved administration through annual meetings, literature and studies. Individual membership; State Chairmen.

Community Chests

COMMUNITY CHESTS AND COUNCILS, INC., 155 East 44th Street, New York. Information and consultation about cooperative planning and financing of social work through chests and councils of social agencies.

Education

NATIONAL WOMAN'S CHRISTIAN TEMPERANCE UNION, 1730 Chicago Avenue, Evanston, Ill., organized in every state, with 10,000 local auxiliaries, presents a program of alcohol education and Christian Citizenship, with which every interested person is invited to assist. Total abstinence from alcoholic beverages and dues of $1.00 per year are the basis of membership.

Recreation

NATIONAL RECREATION ASSOCIATION —315 Fourth Ave., New York City. To bring to everybody in America, young or old, an opportunity to find the best and most satisfying recreational use of leisure time through participation in music, drama, sports and games, arts and crafts, nature activities; and to help secure adequate playgrounds, recreation centers, swimming pools, beaches, athletic fields and other recreational facilities.

Family Living

ASSOCIATION FOR FAMILY LIVING, THE Resource in child guidance, marriage and family relations. Speakers, counseling, library and materials in youth and parent education. 220 S. State St., Chicago.

Foundations

AMERICAN FOUNDATION FOR THE BLIND, INC.—15 West 16th Street, New York. A national organization for research and field service. Activities include: assistance to state and local agencies in organizing activities and promoting legislation; research in legislation, vocations, statistics, and mechanical appliances for the blind; maintenance of a reference lending library. M. C. Migel, President; Robert B. Irwin, Executive Director.

RUSSELL SAGE FOUNDATION—For the Improvement of Living Conditions—Shelby M. Harrison, General Director; 130 E. 22nd St., New York. Departments: Arts and Social Work, Charity Organization, Consumer Credit Studies, Industrial Studies, Library, Social Work Interpretation, Social Work Year Book, Statistics, Surveys. The publications of the Russell Sage Foundation offer to the public in practical and inexpensive form some of the most important results of its work. Catalogue sent upon request.

Health

NATIONAL ORGANIZATION FOR PUBLIC HEALTH NURSING—1790 Broadway, at 58th St., New York. Dorothy Deming, R.N., Gen. Dir. Advisory Service, statistics, monthly magazine, PUBLIC HEALTH NURSING.

NATIONAL TUBERCULOSIS ASSOCIATION—1790 Broadway, at 58th St., New York, Dr. Kendall Emerson, managing director. Pamphlets of methods and program for the prevention of tuberculosis. Publications sold and distributed through state associations in every state. American Review of Tuberculosis, medical journal, $8.00 a year; and Monthly Bulletin, house organ, free.

BIRTH CONTROL FEDERATION OF AMERICA—A clearing house cooperating with social workers in referring indigent mothers to medically directed birth control clinics in 42 states, including 22 centers in Greater New York. In areas lacking centers, qualified physicians are available. Phone or write: 501 Madison Avenue, New York City. WIckersham 2-8600. Honorary Chairman, Margaret Sanger. President, Richard N. Pierson, M.D.; Executive Vice President, D. Kenneth Rose.

MARGARET SANGER RESEARCH BUREAU 17 W. 16th St., N. Y. City, Wa 9-6200. MARGARET SANGER, Director. Every day 9 A.M.-4 P.M. Saturdays 9 A.M. to 1 P.M. Wednesday and Thursday evenings 5.30-8P.M.

AMERICAN ASSOCIATION OF MEDICAL SOCIAL WORKERS, 844 Rush Street, Chicago. Its purpose is to improve standards of social work in hospitals, clinics, or other distinctly medical or psychiatric agencies, and to stimulate its intensive and extensive development.

NATIONAL JEWISH HOSPITAL AT DENVER for tuberculous adults and children. Non-sectarian, free, maintains children's preventorium. Executive Secretary—Samuel Schaefer, Medical Director—Dr. Charles J. Kaufman, Research Director—Dr. Harry J. Corper. Hospital care includes educational, vocational, occupational, psychological, psychiatric and social services. Applications New York area—19 West 44 Street, Philip Houtz, Director; Philadelphia area—1103 Widener Building, Harold Greenspun, Director; Chicago area—30 North La Salle Street, Arthur Heim, Director. Other applications through local Jewish Federation and Welfare Fund offices or direct to Hospital, 3800 East Colfax Avenue, Denver, Colorado.

THE AMERICAN INSTITUTE OF FAMILY RELATIONS (inc. 1930), directed by Paul Popenoe. Public education, personal service, research. Write for list of publications. 607 S. Hill St., Los Angeles, Calif.

Industrial Democracy

LEAGUE FOR INDUSTRIAL DEMOCRACY —Promotes a better understanding of problems of democracy in industry through its pamphlet, research and lecture services and organization of college and city groups. Executive Director, Harry W. Laidler, 112 East 19th Street, New York City.

National Red Cross

THE AMERICAN NATIONAL RED CROSS —Administered through National Headquarters in Washington, D. C., and three Area Offices in San Francisco, St. Louis and Alexandria, Va. There are 3,720 local chapters organized mostly on a county basis. Services are: Military and Naval Welfare; Home Service; Disaster Relief; First Aid, Water Safety and Accident Prevention; Nursing Service; Home Nursing; Volunteer Special Services; Medical and Health; Nutrition; Foreign War Relief. The American Junior Red Cross is a division of Junior membership in the National Red Cross.

National Conference

NATIONAL CONFERENCE OF SOCIAL WORK—Shelby Harrison, New York City; Howard R. Knight, Secretary, 82 N. High St., Columbus, Ohio. The Conference is an organization to discuss the principles of humanitarian effort and to increase the efficiency of social service agencies. Each year it holds an annual meeting, publishes in permanent form the Proceedings of the meeting and issues a quarterly Bulletin. The sixty-ninth annual convention of the Conference will be held in New Orleans, La., May 10-16, 1942. Proceedings are sent free of charge to all members upon payment of a membership fee of $5.

Racial Adjustment

NATIONAL URBAN LEAGUE, INC., with its 44 branches improves social conditions of Negroes seeking "not alms, but opportunity" for them. Secures and trains social workers. Investigates conditions of city life as bases for practical work. Publishes OPPORTUNITY, Journal of Negro Life. Solicits gifts. 1133 Broadway, New York, N. Y.

Religious Organizations

HOME MISSIONS COUNCIL OF NORTH AMERICA—297 Fourth Ave., New York City. The Inter-Denominational body of the home missions boards of 23 denominations of the United States and Canada. President, George Pitt Beers; Executive Secretaries, Edith E. Lowry, Mark A. Dawber; Migrant Supervisor, Western Area, Mrs. F. E. Shotwell, 83 McAllister St., San Francisco, Calif.; Migrant Supervisor, Gulf to Great Lakes Area, Miss Helen White, 1720 Chouteau Ave., St. Louis, Mo.

NATIONAL COUNCIL OF JEWISH WOMEN, INC.—1819 Broadway, New York City. Mrs. Maurice L. Goldman, President; Mrs. Karl J. Kaufmann, Chairman Ex. Com.; Organization of Jewish women initiating and developing programs and activities in service for foreign born, peace, social legislation, adult Jewish education, and social welfare. Conducts bureau of international service. Serves as clearing bureau for local affiliated groups throughout the country.

NATIONAL BOARD, YOUNG WOMEN'S CHRISTIAN ASSOCIATIONS, 600 Lexington Ave., New York City. An international Christian woman movement devoted to service for women and girls and the attempt to help build a society in which the abundant life is possible for every individual.

NATIONAL COUNCIL OF YOUNG MEN'S CHRISTIAN ASSOCIATIONS—347 Madison Ave., New York City. 1187 local Associations federated for Christian leadership and citizenship training among young men and boys.

Penology

THE OSBORNE ASSOCIATION, INC., 114 East 30th Street, New York, N. Y. Telephone CAledonia 5-9720-9721. Activities:—Collects information about penal institutions and works to improve standards of care in penal institutions. Aids discharged prisoners in their problems of readjustment by securing employment and giving such other assistance as they may require. Wm. B. Cox, Executive Secretary.

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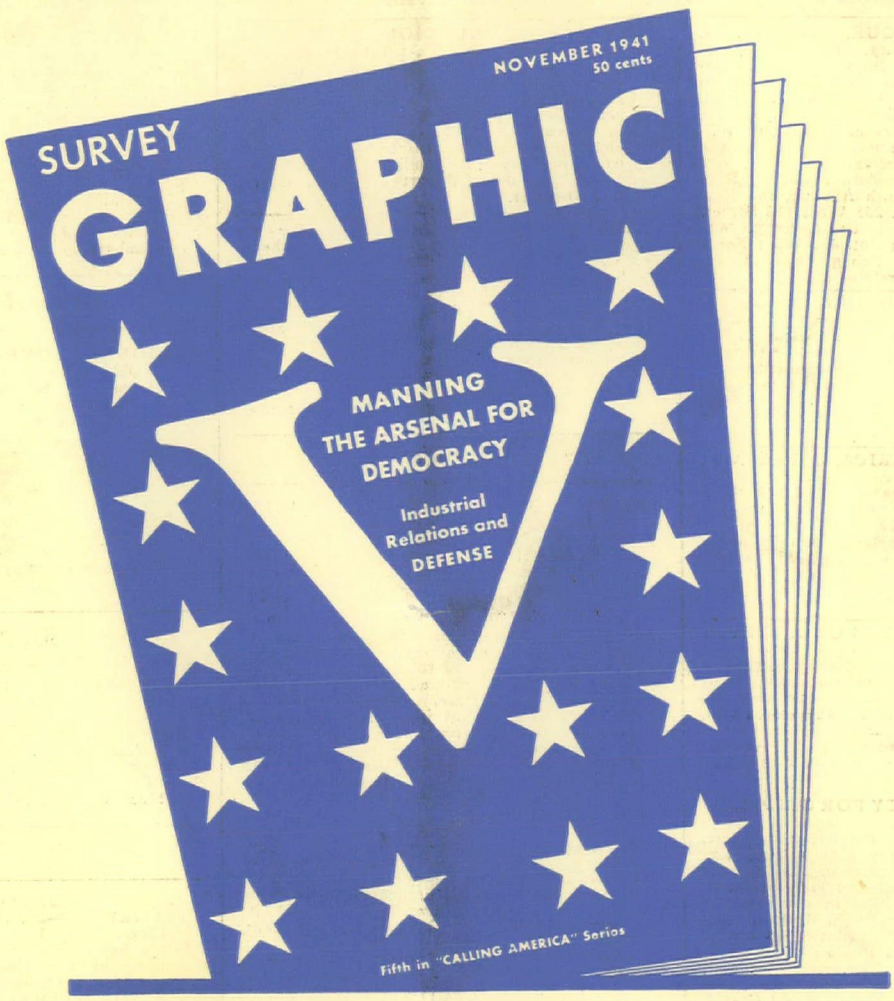

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